DOCUMENT RESUME

ED 205 708	CE 029 676
AUTHOR	Drew, Jenifer D.; And Others
TITLE	Federal Legislation and System Change: The Responsiveness of Consumer and Homemaking Education to the Education Amendments of 1976. Final Report.
INSTITUTION	CRC Education and Human Development Inc., Belmont, Mass.
SPONS AGENCY	National Inst. of Education (ED), Washington, D.C.
PUB DATE	21 Jul 81
CONTRACT	400-78-0040
NOTE	284p.
EDRS PRICE	MF01/PC12 Plus Postage.
DESCRIPTORS	Adult Education; Change Strategies; *Consumer Education; *Educational Change; Educational Finance; *Educational Legislation; Federal Aid; Federal Legislation; Federal Regulation; Females; Government School Relationship; History; *Home Economics; Influences; Males; Outreach Programs; Policy Formation; Postsecondary Education; *Program Content; *Program Effectiveness; Program Evaluation; Program Implementation; Public Policy; School Districts; Secondary Education; Sex Fairness; Special Education; State Programs
IDENTIFIERS	*Education Amendments 1976

ABSTRACT

A study was conducted to determine the extent to which federal policies, as defined in the Education Amendments of 1976, have affected the content and objectives of Consumer and Homemaking Education (C&HE) programs. The study was conducted during 1978 through 1981 in 10 states. More than 500 federal, state, and local educators and administrators were interviewed, and 100 local programs were observed. In addition, an analysis of federal and state expenditures and enrollment data was conducted. The study drew the following four conclusions: (1) targeted programs with special needs and secondary "Adult Living" classes are most responsive in terms of content, student population, and sex equity; (2) Subpart 5 (that deals with C&HE), as written, does not ensure that states use federal money to provide C&HE programs to those who need them most; (3) federal funds have their greatest potential to prompt responsiveness when they support outreach programs for adults, inservice training staff, and administrative staff, and are given to programs that specifically reflect federal priorities; and (4) C&HE has an appropriate role within vocational education as an adjunct to wage-earning programs. From these conclusions a general recommendation was made that the upcoming legislation should clarify Congressional intent and limit the federal role in C&HE to providing support for only those activities which are most consistent with federal priorities. (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED205708

CRC EDUCATION AND HUMAN DEVELOPMENT, INC.
26 BRIGHTON STREET
BELMONT, MASSACHUSETTS 02178
TELEPHONE (617) 489-3150

CE

FINAL REPORT

FEDERAL LEGISLATION AND SYSTEM CHANGE: THE RESPONSIVENESS OF CONSUMER AND HOMEMAKING EDUCATION TO THE EDUCATION AMENDMENTS OF 1976

400-78-0040

Jenifer D. Drew
Frances G. Jones
Judith S. Siegel

Contract No. 400-78-0040

July 21, 1981

CE029676

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

475 L'ENFANT PLAZA WEST, S.W., SUITE 2970, WASHINGTON, D.C. 20024

Acknowledgements

Policy research depends for its success upon the involvement and cooperation of the many individuals who represent the field under study. For this inquiry, which sought to describe the responsiveness of the Consumer and Homemaking Education system to the intent of Congress and to analyze how and why that responsiveness occurs, the support and guidance provided by members of the field at the federal, state and local levels were invaluable.

We wish to extend our sincerest appreciation to members of the project's Advisory Panel--Ms. Bertha King, Program Specialist, Office of Vocational and Adult Education, Department of Education; Ms. Barbara Gaylor, Supervisor of Home Economics Education, State of Michigan; Ms. Nancy Johnson, Director, Home and Family Life Education, State of Washington; Dr. Elizabeth Simpson, Dean, School of Family Resources and Consumer Sciences, University of Wisconsin; Dr. Anita Webb, Home Economics Education, Virginia Polytechnic Institute and State University; and Dr. Camille Bell, Chairperson, Department of Home Economics Education, Texas Technical University, for their advice and assistance throughout the study, reviewing research products and keeping the field informed. In addition, we wish to thank the State Supervisors of Consumer and Homemaking Education and their colleagues at the state and local levels in each of the ten states in the study sample who graciously gave of their time to meet with us, provide us with the information requested and reviewed data summaries for their states. A special note of thanks goes to the CEIS committee of the Council of Chief State School Officers for their review of the research design and instrumentation and their support in securing the states' cooperation in this study. And finally, our grateful appreciation is extended to the Vocational Education Study Team at the National Institute of Education and particularly to Dr. Louise Corman, Project Officer, Dr. Gerry Hendrickson, Assistant Director of the Vocational Education Study, Dr. Henry David, Director of the Vocational Education Study, and their project consultant, Dr. Marion Minot, for their efforts on our behalf.

Jenifer D. Drew
Frances G. Jones
Judith S. Siegel

TABLE OF CONTENTS

Introduction 1

I. The Purpose of the Report 2

II. Responsiveness Defined 5

III. Methodology 7

IV. Conceptualization and Organization of the Report 11

Conceptualization 11
Organization 13

Chapter 1: The Key Characteristics of the Enterprise 15

I. Social History of Consumer and Homemaking Education 16

II. The Structure and Content of Consumer and Homemaking Education: An Overview 19

The Subject Matter of Consumer and Homemaking Education 20
Housing and Home Management 25
Family Living, Child Development and Parenthood Education 25
Foods and Nutrition 26
Clothing and Textiles 27
Consumer Education 28
The Missions of Consumer and Homemaking Education 29
The Preparatory Mission 30
The Enrichment Mission 31
The Remedial Mission 32
The Students of Consumer and Homemaking Education 34
The Teachers of Consumer and Homemaking Education 37
Governance of Consumer and Homemaking Education 40
At the State Level 40
At the Local Level 42
Financing Consumer and Homemaking Education 43

III. Legislative History of Consumer and Homemaking Education 44

Chapter 2: The Process of Implementation 51

I. At the Federal Level 52

The Regulations 53
Federal Policy Memoranda and Consumer and Homemaking Education 56
Technical Assistance 58

Table of Contents (Continued)

II. At the State Level 60

Consumer and Homemaking Education and Vocational Education 60
Factors Which Affect State Agency Ability to Implement the Law 61
State Laws and Policies 63
The Status of Consumer and Homemaking programs in 1976 65

III. At the Local Level 68

Methods Used by States to Implement the Law 69
Integration of Consumer and Homemaking Education within Vocational Education 69
Actions of the Consumer and Homemaking Education Professional Network 70
Program Standards 70
Inservice Training 73
Curriculum Development 78
State Curriculum Guides and Sex Equity 79
Local Receptivity to Change 87
Secondary Programs 89
Adult Programs 90
Local Advisory Councils 91

Chapter 3: Change at the Local Level: The Effects of the Legislation 94

I. National Education Trends and Consumer and Homemaking Education 96

II. Enrollment Trends in Consumer and Homemaking Education 98

Emphasis by Educational Level 99
Emphasis by Subject Area 103

III. Male Enrollments in Consumer and Homemaking Education 110

Increase in Male Enrollment in Consumer and Homemaking Education 110
Distribution of Males by Subject Area 113

IV. Service to Special Populations in Consumer and Homemaking Education 117

How Consumer and Homemaking Education Serves Special Populations 118
The Educationally Disadvantaged 119
School-aged Parents 121

Table of Contents (Continued)

Single Parents 122
Handicapped Persons 122
The Elderly.................................... 124
Young Children.................................... 124
Programs Connected with Health Care Delivery Systems.... 125
Services for Courts and Correctional Institutions...... 126
Additional Groups with Special Needs.................. 126
How Special Populations are Most Effectively Served 127

V. Consumer and Homemaking Education Programs in Urban Areas and Rural Areas: Similarities and Differences............ 130

Chapter 4: The Role of Federal Funds in Prompting Responsiveness........................ 132

I. The Extent of Federal Support of Consumer and Homemaking Education.............................. 133

II. Compliance with Mandated Use of Federal Funds.................. 135

The 1/3 Set-Aside 135
The Formula to Determine Need 136
The Matching Requirements 137
Difficulties with Fund Allocation Requirements 138

III. State Discretion in the Use of Federal Funds.................... 141

Programs and Ancillary Services 142
Support by Educational Level............................ 143
Ancillary Services 145

III. Factors Which Affect State Funding Practices.................... 149

The Appropriate Use of Federal Funds 149
The Presence or Absence of State Vocational Education Money. 150
The Customary Way That the State Distributed Federal Funds.. 152

IV. Patterns in the Roles of Federal Funds........................ 154

The Innovation Pattern 154
The Maintenance Pattern 154
The Partial-Innovation Pattern 155
Implications for Responsiveness 159
Funding Patterns and Change 159
The Funding Pattern on the State Level................ 160
Impact of Funding Patterns on the Local Level 161

V. The Indirect Influence of Federal Funds........................ 163

Table of Contents (Continued)

Chapter 5: Conclusions and Recommendations 166

I. Conclusions 167

System Response to the Legislation 170
  Emphasized Content Areas 170
  Sex Equity 172
  Outreach Program to Groups with Special Needs 174
System Characteristics Which Affect Responsiveness 177
  The Notion of Homemaking as an Occupation 177
  The Language of the Law 180
  Intrastate Factors Which Determine the Nature of Responsiveness 181
The Impact of Federal Funds 187
  Programs 187
  Ancillary Services 187
  Funding Mechanisms 190
Summary of Major Findings 191

II. Recommendations 194

Policy Alternatives 195
Recommendations 210

Appendix: Sources of Quantitative Data 215

Bibliography 226

Addenda 232

Executive Summary i

LIST OF TABLES

Table i-1: Number of Respondents by Role.................... 10
Table 1-1: Racial/Ethnic Characteristics of C&HE Students in Selected Comprehensive High Schools, Area Vocational Centers and Junior and Community Colleges, Fall 1979, Ten States and Nationwide.................................... 35
Table 1-2: Proportion of C&HE Students by Subject Area, 1978, Ten States................................ 37
Table 1-3: C&HE Teachers per School by Frequency and Percentage....................................... 39
Table 2-1: Distribution of Sessions at 1979 Annual Inservice Training Conferences by Area of Concern, Seven States.................................... 76
Table 3-1: Changes in Vocational Education Enrollments by Program, Nationally, 1972 to 1979............... 97
Table 3-2: Enrollment Growth in C&HE, Nationally and in Ten States, 1972 to 1978........................ 98
Table 3-3: C&HE Enrollments by State Grouping, Ten States, 1972 to 1979................................... 99
Table 3-4: Change in C&HE Enrollments by Educational Level, Ten States, 1972 to 1979...................... 100
Table 3-5: Differences in Distribution of C&HE Enrollments by Subject Area, 1972 to 1978.................. 106
Table 3-6: Changes in Subject Area Emphasis, Ten States, 1972 to 1978................................... 107
Table 3-7: Male Enrollments in C&HE, Ten States, 1972 to 1978 111
Table 3-8: Change in Male and Female Enrollments in C&HE, Ten States, 1972 to 1978....................... 112
Table 3-9: Proportion of Subject Area Enrollments that are Male, Ten States, 1972 to 1978................. 114
Table 3-10: Outreach Program Enrollment, One State, FY 79..... 118
Table 4-1: Expenditures in Support of C&HE Programs, Ten States and Nationally, 1972 to 133
Table 4-2: Support provided for instructional programs in economically depressed areas (EDA) and non-economically depressed areas (non-EDA) by source of funds, Ten states, 1978.............. 135
Table 4-3: State and local matching funds in support of programs in EDAs and non-EDAs, and percentage of total support, Ten states, 1978.............. 140
Table 4-4: Activity Supported by Source of Support, Ten States, 1978............................... 142
Table 4-5: Expenditures of Combined Resources by Educational Level, Seven States, 1978...................... 143
Table 4-6: Support for Educational Levels by Source of Funds, Seven States, 1978...................... 144
Table 4-7: Combined Support by Type of Ancillary Service, Nine States, 1978............................. 146
Table 4-8: Support for Type of Ancillary Service by Source of Support, Six States, 1978...................... 147

LIST OF FIGURES

Figure i-1: Text of Public Law 94-482, Subpart 5, Section 150--Consumer and Homemaking Education.......... 4
Figure 1-1: Core Concepts Contained in State Curriculum Guides of Nine States.......................... 24
Figure 1-2: C&HE Enrollment by Education Level, Ten States, 1978.............................. 34
Figure 1-3: Part F of the Educational Amendments of 1968 Compared to Subpart 5 of the Educational Amendments of 1976............................ 48
Figure 2-1: Comparison, by Subject Area, of Percentage of 1978 Enrollment (in Ten States) to Percentage of 1979 Inservice Training Sessions (in Seven States)... 76
Figure 3-1: Distribution of C&HE Enrollments by Educational Level, Ten States, 1972 to 1979................. 102
Figure 3-2: Distribution of C&HE Enrollments by Subject Area, Ten States, 1972 to 1978........................ 105
Figure 3-3: Percent Male Enrollment by Program in Relation to Total Program Enrollments Ten States, 1978. 116
Figure 4-1: Patterns in the Role of Federal Funds............ 155

INTRODUCTION

I. PURPOSE OF THE REPORT

In Section 523(b) of the Education Amendments of 1976, Congress directed the National Institute of Education (NIE) to "undertake a thorough evaluation and study of vocational education programs." Within this mandate to the NIE, Congress specifically requested:

> a review and evaluation of the effectiveness of programs funded under Subpart 5 of Part A of the Vocational Education Act of 1963 (as such Act is in effect on October 1, 1977) and to make recommendations for the redirection and the improvement of programs at all levels funded under such subpart.

In response to this part of the mandate, the NIE conducted research on three aspects of Consumer and Homemaking Education:

- effectiveness of C&HE programs as indicated by changes in students' attitudes and behavior which have been reported in prior research;
- needs of future consumers and homemakers in terms of the knowledge, skills and abilities that will be required in the coming years, as set forth by a noted home economist; and
- responsiveness of the Consumer and Homemaking Education System to the intent of the 1976 legislation.

Of these research efforts, the inquiry into the responsiveness of the C&HE system is by far the largest in scope. This report is the product of that inquiry. The primary goal of this report is to provide the NIE with an understanding of the extent to which federal policies have affected the content and objectives of C&HE programs. Further, the study will offer recommendations to Congress for its consideration during the current Vocational Education Act reauthorization process.

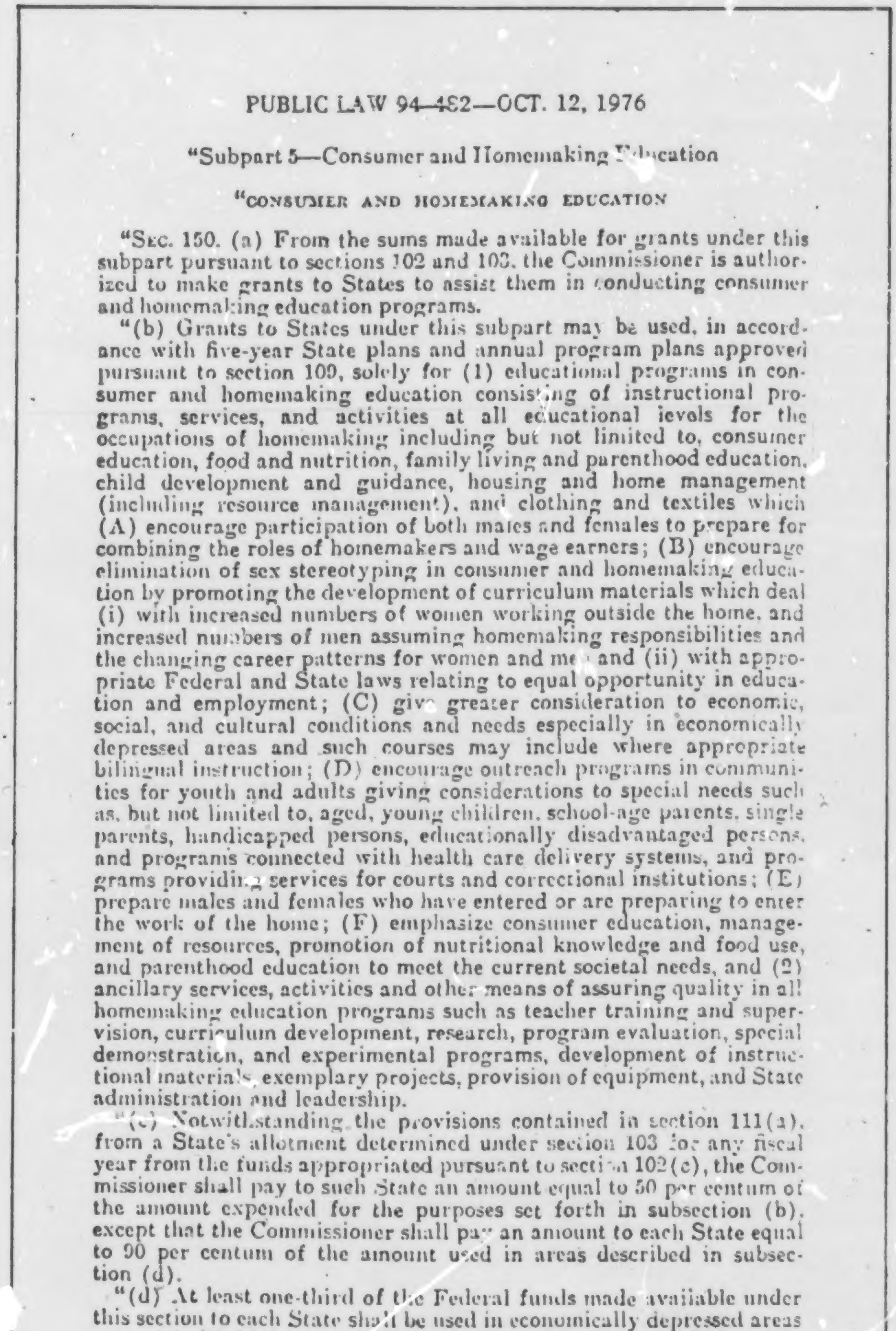
Subpart 5 is at once general and specific. In listing those programs which federal money may be used to support, it names the six subject areas which Consumer and Homemaking Education professionals regard as those that define the field of C&HE: foods and nutrition; consumer education; clothing and textiles; housing and home management; child development and guidance; and family living and parenthood education. The legislation goes beyond the self-definition of the field by specifying that four of these are to receive special emphasis: consumer education; nutrition education; parenthood education; and resource management (within housing and home management). However, while Subpart 5 funds may be used to support programs in these subject areas, programs eligible for federal support are "not limited to" these six subject areas.

Subpart 5 specifies, by name, eight populations which are to benefit from C&HE outreach programs. These include: the aged; young children; school-aged parents; single parents; handicapped persons; educationally disadvantaged persons; persons within health care delivery systems and courts and correctional institutions. However, this thorough listing is preceded with "such as, but not limited to."

In similar fashion, Subpart 5 specifies ten ancillary services and activities eligible for the receipt of federal funds; the fairly exhaustive list is preceded by "such as." Thus, Subpart 5 not only broadly defines the field of C&HE, but also specifies certain content emphases and populations to be served. Congressional intent, as expressed in Subpart 5, is both highly specific and all-inclusive of the field's activities. In order to provide Congress with a useful report, we have assumed that the specifics included in the

Figure i-1

Text of P.L. 94-482, Subpart 5



PUBLIC LAW 94–482—OCT. 12, 1976

"Subpart 5—Consumer and Homemaking Education

"CONSUMER AND HOMEMAKING EDUCATION

"SEC. 150. (a) From the sums made available for grants under this subpart pursuant to sections 102 and 103, the Commissioner is authorized to make grants to States to assist them in conducting consumer and homemaking education programs.

"(b) Grants to States under this subpart may be used, in accordance with five-year State plans and annual program plans approved pursuant to section 109, solely for (1) educational programs in consumer and homemaking education consisting of instructional programs, services, and activities at all educational levels for the occupations of homemaking including but not limited to, consumer education, food and nutrition, family living and parenthood education, child development and guidance, housing and home management (including resource management), and clothing and textiles which (A) encourage participation of both males and females to prepare for combining the roles of homemakers and wage earners; (B) encourage elimination of sex stereotyping in consumer and homemaking education by promoting the development of curriculum materials which deal (i) with increased numbers of women working outside the home, and increased numbers of men assuming homemaking responsibilities and the changing career patterns for women and men and (ii) with appropriate Federal and State laws relating to equal opportunity in education and employment; (C) give greater consideration to economic, social, and cultural conditions and needs especially in economically depressed areas and such courses may include where appropriate bilingual instruction; (D) encourage outreach programs in communities for youth and adults giving considerations to special needs such as, but not limited to, aged, young children, school-age parents, single parents, handicapped persons, educationally disadvantaged persons, and programs connected with health care delivery systems, and programs providing services for courts and correctional institutions; (E) prepare males and females who have entered or are preparing to enter the work of the home; (F) emphasize consumer education, management of resources, promotion of nutritional knowledge and food use, and parenthood education to meet the current societal needs, and (2) ancillary services, activities and other means of assuring quality in all homemaking education programs such as teacher training and supervision, curriculum development, research, program evaluation, special demonstration, and experimental programs, development of instructional materials, exemplary projects, provision of equipment, and State administration and leadership.

"(c) Notwithstanding the provisions contained in section 111(a), from a State's allotment determined under section 103 for any fiscal year from the funds appropriated pursuant to section 102(c), the Commissioner shall pay to such State an amount equal to 50 per centum of the amount expended for the purposes set forth in subsection (b), except that the Commissioner shall pay an amount to each State equal to 90 per centum of the amount used in areas described in subsection (d).

"(d) At least one-third of the Federal funds made available under this section to each State shall be used in economically depressed areas or areas with high rates of unemployment for programs designed to assist consumers and to help improve home environments and the quality of family life.

legislation depict the spirit of the law and define what Congress is interested in learning about Consumer and Homemaking Education. However, Subpart 5 as written, does not represent an absolute mandate to the field; and our definition of responsiveness must reflect its suggestive nature.

II. RESPONSIVESS DEFINED

For the purposes of this study, we have defined "responsiveness" as occurring when correspondence exists between state and local C&HE activities and the specific activities cited in the legislation. A responsive activity may be a new one, begun since 1976; a continued one, begun prior to 1976 and maintained since then; or activities which are not programs, but are activities aimed at developing new programs or maintaining the quality of existing ones.

The amount of categorical funding allocated by the federal government to states in support of C&HE is relatively meager. The 50 states and territories expended $38.15 million in federal Vocational Education Act (VEA) funds to support C&HE programs in FY 79, about $10 per enrolled C&HE student. State and local expenditures for C&HE, however, amounted to over $425 million in that fiscal year.* Unless states and localities devote a portion of their own resources to support the priorities in the legislation, those priorities stand little chance of being realized. The legislation can best be understood then, as the "federal preferences"; federal funding can be viewed as an attempt to induce states to invest their own resources in activities which reflect the federal preference.

---

* Vocational Education Data System, NCES, 1979.

The ultimate task of this study has been to make judgments regarding the responsiveness of the C&HE system as a whole, after applying the above criterion to the C&HE activities in the ten states which participated in the study. Such judgments require that decisions be made as to what a reasonable expectation of responsiveness might entail. These decisions are:

1. 100% correspondence between C&HE activities and the federal preference is not a reasonable expectation. Attending to the social, economic and cultural needs of the community may or may not include serving all the populations singled out in the legislation, or emphasizing all subject areas cited there.
2. The specific references listed in Subpart 5 do not exhaust the possibilities of a worthwhile C&HE program. Adherence to these fixed categories is neither a reasonable expectation, nor what Congress required when the phrase "to include, but not limited to" was inserted in the legislation. For example, programs in energy education are not mentioned but surely correspond to the federal preference in that they address local, and indeed, national economic concerns.
3. A judgment on responsiveness to 1976 legislation, the Regulations for which did not arrive in the states until 1977, is in some ways premature. When change is required for C&HE activities to correspond more closely to the federal preference, 1980 may be too early to show results. States vary in their willingness to take direction from the federal government. Furthermore, the decentralized nature of public education limits the amount of control that state agencies may exercise over local programs.

Our judgments about system responsiveness will be made with the understanding that to be responsive this correspondence need not be total, immediate or an absolute reflection of the specifics in the law. Rather, responsiveness varies in its character--the program content and target populations states choose to emphasize; its pace--the relative speed with which change occurs on the local level; and its extent--the degree to which responsive activities are generalized throughout the system.

III. METHODOLOGY

This report is the product of the analysis of data, quantitative and qualitative, collected at the national, state and local levels. The purpose of the report is to convey an understanding of the C&HE system as a whole, and of the system's responsiveness to federal legislation. The report will consider the range of practices and programs found in ten states, indicate the similarities and differences among them, and identify patterns of program development, operation and administration. The task is not to evaluate the responsiveness of individual states; states will not be identified in the body of the report.

Five of the states included in this study are populous states with large vocational education programs: California, Florida, Illinois, New York and Texas. These states are the "core states" for the NIE Vocational Education Study; the studies of the distribution of federal vocational education funds, of compliance and evaluation practices, and of meeting the special needs of special groups are being conducted in these five states as well. Five additional, less populous states were chosen for the C&HE Responsiveness Study that, in conjunction with the first five, provide geographical representation and variation on the dimensions of size of student population and urban/rural character. These five states are Georgia, Idaho, Maine, Nebraska and West Virginia.

In fiscal 1979, these ten states expended 32% of the federal funds spent by states under Subpart 5 of P.L. 94-482, and expended 37% of the state and local funds which supported C&HE programs. Programs in these ten states served 39% of the approximately 3.7 million students who participated in C&HE programs in that year.*

The study was conducted in a number of phases. First, interviews were conducted with federal officials and national professional organization representatives. Quantitative data on expenditures and enrollments, as well as background information concerning the demographic and educational characteristics of each state, were obtained from federal sources. In addition, an extensive review of literature and documents was conducted, including:

- Professional journals and unpublished monographs
- Federal legislation affecting C&HE
- USOE regulations, policy memoranda and technical assistance materials
- State plans and accountability reports, as required by P.L. 94-482
- State level C&HE materials

---

* Vocational Education Data System, NCES, 1979

These preliminary phases not only served to collect information pertinent to the study issues, but also to inform the design and content of the on-site data collection. In every instance, efforts were made to collect on-site only that information which was not available from national sources. In this way, state and local level educational systems were not burdened with excessive requests for quantitative data, and the on-site visits could properly focus on obtaining an in-depth understanding of each state's efforts to respond to the federal legislation.

On-site visits of from eight to ten days duration were conducted in each of the ten states between November 1979 and May 1980. Typically, a senior researcher spent two days interviewing respondents with state level responsibilities for Vocational Education and Consumer and Homemaking Education (C&HE); during the remainder of the site visits the researcher visited ten local C&HE programs within the state, interviewing program providers, local C&HE and Vocational Education administrators, other concerned individuals, and observing program activities. These programs were chosen, in consultation with the State Supervisor of Home Economics in each state, according to the following criteria:

- these programs typified the ways in which federal Subpart 5 funds are used within the state.
- these programs varied by educational level, program approach and setting.
- these programs were not involved in the other vocational education studies.

In total, 100 local programs were visited, and over 500 respondents at the state and local levels were interviewed. The table on the following

18

Table i-1: Number of Respondents by Role

Role of Respondent	Number Interviewed
Federal Department of Education Representatives	5
National Representatives of Professional Organizations	2
State Director, Vocational Education	10
State VE Planning and Budgetting Staff	15
State VE Program Development Staff	13
Director, Research Coordinating Unit	6
State Supervisor, Consumer and Homemaking Education	11
State Auxillary Staff, Consumer and Homemaking Education	3
State FHA Advisor	6
State Curriculum Specialists	5
Sex Equity Coordinator	9
State/Local Advisory Council Member or Administrator	12
Regional Vocational Education Staff	3
Professional Organization Representative	4
Home Economics Teacher Educators	29
Regional Home Economics Staff	12
District Superintendent	27
Assoc./Asst. District Superintendent	6
District Coordinator of Adult Education	4
District Supervisors, Vocational Education	29
District Supervisors, Home Economics	23
School Principals/Directors	43
Assistant Principals	6
Home Economics Chairperson, Secondary/Postsecondary	24
Home Economics Teachers, Secondary/Postsecondary/Adult/Outreach	179
Additional State Staff	17
Additional District or School Staff	9
Total	512

page offers a more comprehensive analysis of the respondents by category. The interviews were conducted using open-ended, topic-oriented interview guides, to ensure that the data collected would reflect the unique history and nature of local program operations and state administrative practices at each site.

An advisory panel composed of recognized leaders in the field of Consumer and Homemaking Education, including state supervisors and teacher educators, provided advice and assistance to the study throughout, reviewing research products and instruments and keeping others in the field informed about the progress of the study. The state supervisors of C&HE in each of the ten states cooperated fully with the study, collecting and sending pertinent documents, providing preliminary information about each state's system, assisting in the selection of local sites, scheduling interviews, and reviewing factual information contained in site visit reports prepared after each site visit.

IV. CONCEPTUALIZATION AND ORGANIZATION OF THE REPORT

CONCEPTUALIZATION

In the chapters that follow, we have tried to describe two things: first, the nature of responsiveness--its character, pace and extent; and second, the process of responding to federal legislation--how it is that Congressional intent is translated into action. The process of responding involves many actors and is a complicated one. It might best be understood through analogy, viewing the process of responding as a sort of relay race.

Let us say that Congress, with input from many sources, fashioned a baton in 1976--a baton which was to be conveyed by each of the states into local classrooms, in a sort of relay race. Congress passed the baton to the Office of Education which polished it, mapped the course of the race, gave supplies and instructions to the runners. The runners are of course the state agencies, who are passed the baton and who are told to run the race in a specific and uniform way. Upon receiving the baton, states immediately encounter roadblocks and detours peculiar to their specific course which require modifications in course and running style. As happens in most races, some have an easier time of it than others. Finally, after circumventing roadblocks and following necessary detours, state agencies pass the Congressional baton to each local district. These runners immediately encounter a series of hurdles. Some are higher than others-some require several tries to get over. As in the leg of the race run by state agency runners, some local-level runners make better time. Some are cheered on while others are not. Some have no choice but to avoid a hurdle altogether, finishing the race in the best way they can.

Finally, at the finish line--1980 at the time of our site visits--the baton of Congressional intent is apparent to varying degrees in state's local classrooms. In some states, the baton arrived at the local level sooner than in others--runners are rested, realization of Congressional intent is clearer. In all, the detours and hurdles have had their effect, runners have been forced to perform their leg of the race in different ways, and the end result differs. Therefore, by the time the baton reaches the local level, it may resemble to a greater or lesser degree the baton originally handed off.

ORGANIZATION

As the relay race analogy suggests, the nature of responsiveness--its character, pace, and extent--is inextricably linked with the dynamic process of responding. Therefore, in this report we have included both process and outcome--not only what happens, but why and how. Taken together, the information we present should assist Congress in drafting upcoming legislation by identifying those parts of the process at which the federal government can intervene and prompt greater responsiveness.

In order to explain the organization of the report, we return to the analogy of the relay race. Let us say the race is being covered by the news media. It is desirable not only to show the runners crossing the finish line, but also to depict their progress throughout. This requires the use of more than one camera, each assigned to film a separate aspect of the race. So it is with the organization of this report.

Chapter 1, "The Key Characteristics of the Enterprise," gives the background of earlier races, and profiles the runners. In Chapter 2, "Implementation of the Legislation," a camera follows the baton from runner to runner, and picks up their struggles with roadblocks, detours, and hurdles. In Chapter 3, "Change at the Local Level: The Effects of the Legislation," a second camera is stationed at the finish line--the classroom. The camera is stationary and the film depicts only the outcome of the race. In Chapter 4, "The Role of Federal Dollars," another mobile unit follows the entire race but this time with a special focus. The film in this camera captures only the use runners make of their federal resources over the course--how do they use federal money to carry the baton to the finish line?

Each of the cameras films an integral part of the race. Each film can be viewed independently, but none provides complete coverage. The real work begins in the editing room, where the film from each camera is pieced together. The story is woven together to provide the viewer with an understanding of the entire race--not only what happened at the finish line, but why and how. We do the editing in Chapter 5 "Conclusions and Recommendations." Here we draw together our understanding of the process of implementation and of the role of federal funds to explain the nature of the system's responsiveness to the legislation. The recommendations which follow then reflect our understanding that much of what occurs in the classroom is a function of what occurs outside it, and that between the time the baton is fashioned by Congress and the time it arrives in the classroom, it undergoes certain modifications. Finally, the recommendations suggest to Congress ways in which the baton may be refashioned, and the race restructured to achieve greater responsiveness at the finish line.

Chapter 1

THE KEY CHARACTERISTICS OF THE ENTERPRISE

The intent of Chapter 1 is to describe the Consumer and Homemaking Education enterprise. Unlike Chapter 3, in which responsiveness to the legislation over time is assessed, Chapter 1 is descriptive rather than analytic, and focuses only on the present. It is written for readers who are not familiar with Consumer and Homemaking Education and who therefore would benefit from historical background, definitions, and an explanation of current practice before proceeding.

I. SOCIAL HISTORY OF CONSUMER AND HOMEMAKING EDUCATION

Since the turn of the century--the days of Ellen Richards and the domestic science movement--Homemaking Education has been characterized by a dual objective. One has been to bring knowledge from physical and social science to bear on the efficient and economical management of the household. As important, has been a concern with maintaining and strengthening the family in the face of enormous social change and economic pressure. These objectives are no less contemporary today than when first conceived.

For much of its history, Homemaking Education was sexually segregated and offered in secondary schools. Its mission was to prepare young women to perform competently one of the few roles available to them. It took its place within vocational education, beside the disciplines designed to prepare young men for work on the farm or in the factories of America. The fact that the work for which Homemaking Education was preparing young women was unpaid did not diminish its stature, as the home was a recognized and respected unit of production.

However, with industrialization, the marketplace replaced the home as the locus of production, and wages came to define the worth of labor. The unpaid labor force of female homemakers became the target audience for the products of the industrialized age, and the home converted to a unit of consumption.[1] The status and privilege associated with paid labor was zealously guarded--the option of full-time homemaking became less a respected role derived from a functional division of labor, and more a mark of success for the male who earned sufficient wages to allow his wife the luxury.

As a result of labor saving appliances, the proliferation of consumer goods, and urbanization, there was less for the fulltime homemaker to do. This, coupled with the devaluation of unpaid labor in the home, culminated in the phrase, "just a housewife." Women began to work outside the home: first in fits and starts as the male labor force went off to fight the world wars; then increasingly because they wanted to; and more recently, because they have to, to support the family.

We may have come full circle. The stress on the family evidenced by spiraling divorce rates and attendant social problems of the young, would indicate that families do not simply run themselves. It would appear that when too much energy is siphoned off into the marketplace, home and family atrophy and individual family members suffer. However, the likelihood of women leaving the workplace to resume fulltime management of the home and nurturance of family members is nil, both because it is economically impractical and because it is undesirable for women who have found satisfaction in paid employment. Too often, working women compensate by holding not one job, but two--working for wages from nine to five, and squeezing fulltime homemaking into the hours of early morning, nights and weekends. This is obviously not an equitable solution.

Instead, the solution lies in the recognition by all family members of their dual responsibility--to their work in the marketplace and to the care and maintenance of home and family. This is more than an ideological imperative--it is an economic and social necessity. It is a necessity not only for nuclear families where both parents work, but also for single parent families, childless couples, and young people living alone. It can no longer be assumed that homemaking is an defunct art, a sort of default option for the woman who is "just a housewife." The dissolution of families and the problems of our young and very old indicate that homemaking is very much a contemporary skill, for which preparation--and sometimes remedial training--is essential.

---

[1] Henderson, Carter, "Exploring the Future of Home Economics," Journal of Home Economics, 72:3 (Fall), 1980, pp. 23-26.

While other disciplines within vocational education respond to advances in technology, Homemaking Education--by virtue of its dual objective--responds not only to technological advances but to social change as well. The flexible nature of the field is apparent in its involvement with Displaced Homemaker programs. While funding and administration of these programs is coordinated by other agents within CETA and vocational education, home economists often consult in the design of the programs. In other words, the members of the same field which once--quite appropriately--prepared women for fulltime unpaid work in the home, are now consulting on programs to help these women who "lose their jobs" through death, divorce, or desertion.

II. THE STRUCTURE AND CONTENT OF CONSUMER AND HOMEMAKING EDUCATION: AN OVERVIEW

Homemaking Education consists of two subfields--useful and gainful homemaking. Gainful programs teach skills useful in obtaining employment in Home Economics related occupations, such as food service and child care occupations. Useful programs prepare males and females for the occupation of Homemaking, an unpaid employment in the home either as a sole occupation or as an adjunct to paid employment. At the program level, the distinction between these two subfields is often blurred. A person who can sew for the family can potentially use those skills in the market place, and vice versa. However, as the purpose here is to report on Consumer and Homemaking Education, only useful Homemaking programs are addressed.

The purpose of this section is to acquaint the reader with Consumer and Homemaking Education as it exists today. Before proceeding with an analysis of the field's response to federal legislation, it is necessary to establish boundaries and define terms. We have tried to strike a balance between the general and specific--to equip the reader with a useful description of the field under investigation. The section addresses:

- The Subject Matter of Consumer and Homemaking Education
- The Missions of Consumer and Homemaking Education programs
- The Students of Consumer and Homemaking Education
- The Teachers of Consumer and Homemaking Education
- Governance of Consumer and Homemaking Education
- Financing of Consumer and Homemaking Education

THE SUBJECT MATTER OF CONSUMER AND HOMEMAKING EDUCATION

In 1979, a coalition of representatives of three professional organizations concerned with vocational home economics education defined the scope and content of Consumer and Homemaking Education in the following way:

> The essential skills of homemaking include (1) providing for personal and family development at the various stages of the life cycle and for establishing satisfying personal and family relationships, (2) caring for and nurturing children, (3) providing nutritious food for self and family members, (4) selecting and maintaining house and living environments for self and others, (5) providing and caring for personal and family clothing, (6) and managing financial and other resources. The occupation of homemaking requires knowledge and skills that are interrelated and necessary for optimum quality of life for individuals and families. Values, management, and interpersonal relationships are major concepts that unify the content of the subject matter areas.[2]

These basic skills are reflected in the six subject areas of C & HE:

- Child Development
- Clothing and Textiles
- Consumer Education
- Family Living and Parenthood Education
- Foods and Nutrition
- Housing and Home Management

It is beyond the capacity of this study to report precisely what is taught in every C & HE program. They vary widely--by subject matter, education level and location. This is as it should be, yet it makes course description across ten states a difficult task. However, two sources exist that contribute to an understanding of the content of C & HE programs. They are:

---

[2] "A United Front on Vocational Home Economics: Statement from the Professional Coalition," Voc Ed May, 1979, p. 51.

- The National Census Study of Secondary Vocational Consumer and Homemaking Programs. This study, published in 1980, is a survey of a national sample of 1147 secondary school C & HE programs in 41 states, including the states which participated in this study. The Census Study includes information about the courses offered and the concepts taught in those courses.[3]
- The leadership for C & HE programs within the Vocational Education agency at the state level produce curriculum guides for use by classroom teachers. The guides specify concepts within each subject area, and methods whereby these concepts might be incorporated into units of study or lesson plans. Although they are distributed to all C & HE teachers, teachers are not required to use them verbatim, but rather to turn to them for guidance and new ideas. As such, Curriculum Guides suggest a common theme within the program offered in a given state. In addition, they afford C & HE state administrators and teacher educators an opportunity to affect educational outcomes on the local level. The curriculum guides currently in use in nine of the ten study states were analyzed to identify core concepts within each subject area.*

---

[3] Ruth P. Hughes, Barbara Rougvie, Barbara Woods, National Census Study of Secondary Vocational Consumer and Homemaking Programs: A Final Report, Iowa State University Research Foundation, Inc., 1980.

*Six states have new or recently revised guides which addressed all subject areas. In three states, recent guides have been provided for only some subject areas. One state provides no state guides.

Both of these sources have limitations. The Census Study was conducted only in secondary schools; curriculum guides are designed for use primarily at the secondary level. Although interviews with classroom teachers indicate that curriculum guides are widely used, there is no way to ascertain how closely they are followed. The instruments used in the Census Study provided teachers with a list of concepts and asked them to indicate those which are taught in their classes. The lists may have suggested concepts and introduced bias. Further, neither source allows an exact determination of the length of time devoted to each concept.

The Census Study reports on the frequency with which different types of C & HE courses are taught in the 1147 sample schools. Their findings are as follows:

Course Title	% Offering Course
Comprehensive C & HE (a survey course covering all six subject areas)	75%
Foods and Nutrition	67%
Clothing and Textiles	64%
Family Relations	61%
Child Development	55%
Housing and Home Furnishings (a related course, Housing and Home Management, is taught separately in 13%)	48%
Consumer Education	36%

The chart on the following page depicts the core concepts addressed in each subject area by all curriculum guides reviewed. While all Curriculum Guides contain the concepts summarized in the chart on the preceding page, they vary according to specific application. In the sections which follow, a distinction is made between the way the majority of guides suggest these concepts by applied and the more idiosyncratic applications

Figure 1-1: Core Concepts Contained in State Curriculum Guides, Nine States

Foods and Nutrition	● sociocultural aspects of food use ● principles of nutrition ● techniques of food preparation ● management practices related to food ● aesthetic aspects of food use ● consumer practices ● related jobs and careers
Clothing and Textiles	● social psychological aspects of clothing ● consumer practices ● care and maintenance of clothing ● clothing construction and fabric selection ● related jobs and careers
Housing and Home Management	● social and economic factors affecting housing selection ● interior and exterior design and function ● consumer practices ● the housing market and societal conditions ● related jobs and careers
Family Living, Child Development and Parenting	● self-understanding and personal growth ● interpersonal relationships within the family ● marital and parenting decision-making ● pre- and post-natal care, early childhood, and adolescent behavior
Consumer Education	● decision-making in family finance and teenage consumerism ● savings, taxes and credit ● consumer protection, fraud, and deception ● consumerism is also addressed in Foods and Nutrition, Clothing and Textiles, and Housing and Home Management (see below):

Foods & Nutrition	Clothing & Textiles	Housing and Home Management
e.g., - unit-price buying - impulse buying - buying in bulk - advertising - consumer protection laws	e.g., - sales techniques - label reading - credit - product safety - consumer protection agencies	e.g., - merits of renting, buyir building a hom - landlord tenan relationships - mortgages, leases, taxes legal fees & moving costs - guarantees, warrantees, repair contra - energy efficiency

Housing and Home Management

The majority emphasize the differences in housing needs throughout the life cycle. They address housing needs of singles, growing families, and the elderly, emphasizing the relationship between goals and the use of resources. In addition, the specific housing needs of special groups--for example, handicapped and low income persons--are most often included. Another frequent application found in the majority of guides concerns esthetic considerations--for example, antiques, window treatments, accessorizing, and furniture refinishing.

More idiosyncratically, guides sometimes include lessons on reading classified ads, and dealing with real estate brokers and public housing authorities. A few treat ecological concerns as they relate to housing--for example, consideration of natural resources and hazards in making housing decisions. Some include technical information on blueprints, architectural drawings, plumbing, wiring and energy efficiency.

According to the Census Study, the most frequently taught concepts are: "safety in the home;" "function of housing;" "types of housing." Least often included concepts are: "housing conservation through renovation/restoration;" "citizens' responsibility to community regarding housing."[4]

Family Living, Child Development, and Parenthood Education

With one exception, child development is incorporated into human or family development or parenting education. The majority adopt a developmental approach, beginning with individual development within the family, proceeding to the decisions necessary in forming a family of one's own, continuing with an application of concepts to the obligations and skills involved in parenting, and to the responsibilities of adult membership in society. Preparation for marriage includes discussion of newer modes of parenting--for example, shared responsibility and single parenthood.

---

[4] Ibid., pp. 40-41.

A few guides include specific lessons on reproduction and contraception, but in most states, state policy forbids such material in state-produced guides. Some guides apply core concepts to specific family problems--divorce, child abuse, and parent-teen conflict.

The Census Study separates Family Relations topics from Child Development classes. According to the Census Study, the most frequently taught concepts in Child Development classes are: "roles and responsibilities of parents;" "physical growth and development;" "health and nutrition of children." The least often included concepts are: "child support services and legislation;" "family support services;" "children with special needs."[5] In Family Relations classes, the most frequently taught concepts are: "values and goals;" "self concept;" "attitudes and emotion." Least often included are: "laws and regulations affecting families;" "domestic violence and human abuse;" "the family as a stabilizing unit in stress and crisis."[6]

Foods and Nutrition

The majority of guides emphasize food preparation to a greater extent than nutrition, although nutrition education is a part of menu planning and preparation techniques. Projects range from simple menu planning and

---

[5] Ibid., pp. 20-21

[6] Ibid., pp. 34-35

35

and meal preparation, to advanced projects in gourmet cooking. The majority apply concepts to management techniques of storage, equipment and task organization. Food preservation--canning and freezing--is typically included. The majority include units on table etiquette, and appropriate shopping and restaurant behavior. These also include lessons on attractive table settings for family meals and for entertaining.

A few include discussion of food use in emergency situations--water purification and long term storage. Some address equipping a kitchen unit and task organization for handicapped students. Two states include units of dietary needs and omit food preparation in their adult curricula.

According to the Census Study, the most frequently taught concepts are: "the basic four food groups;" "nutrients and their sources;" "the functions of nutrients in the body." Least frequently taught are: "nutrition through the life cycle;" "reliable sources of nutrition information;" "alternative daily meal patterns," e.g., eating out.[7]

Clothing and Textiles

The majority of guides emphasize clothing construction to a greater degree than textiles. They suggest application of concepts to simple needlecraft projects at the junior high level, and range from simple construction projects to advanced tailoring at the high school level. The majority include lessons on the selection, the uses, and the maintenance of various fabrics. They include, as well, units on grooming and personal hygiene, relating both to nutrition and self-image.

A few guides stress the sewing machine as a piece of equipment, and include lessons on maintenance and repair. A few use measuring and fitting of garments as a vehicle to acquaint students with the metric system.

---

[7] Ibid., pp. 38-39.

According to the Census Study, the most frequently taught concepts are: "construction skills;" "label information;" "planning and selection of clothing." Least frequently taught are: "resource use in clothing decisions;" "special clothing requirements for individuals;" "fashion and the market place;" "alterations and remodeling."[8]

Consumer Education

While only four states generate a separate guide for Consumer Education, all incorporate the concepts of consumer education in guides for Foods and Nutrition, Clothing and Textiles, and Housing and Home Management (see Figure 1-1). The four guides emphasize consumer decision-making--methods of payment, the effects of advertising, as well as how to recognize fraud and deceptive practices. They include application to long and short-term budgeting, savings, insurance, credit, debt and bankruptcy.

A few include very specialized applications to car buying, generic drugs, service station fraud, and discount buying. One state produces a curriculum guide specifically for low-income persons, in Spanish and English.

According to the *Census Study*, the most frequently taught concepts are: "consumer buying;" "decision making;" "values, goals and standards." Least often included are: "consumer resources," e.g.. consumer protection agencies; "taxes;" "marketing," e.g., wholesale versus retail.[9]

---

[8] *Ibid*., pp. 24-25.

[9] *Ibid*., pp. 28-29.

THE MISSIONS OF CONSUMER AND HOMEMAKING PROGRAMS

No two Consumer and Homemaking programs are exactly alike, yet most share characteristics which set them apart from English or Social Studies programs. That is, Consumer and Homemaking programs strive not only to educate, but also to contribute to the social and psychological development of students. They seek to impart not only the basics of the occupation of Homemaking, but also to build the self-esteem of participants, increase their powers of decision-making, and generally to increase their control over the environment in which they live.

The content and structure of Consumer and Homemaking programs depend on the educational needs of the persons to whom the program is offered. Programs for students enrolled in the public schools are intended to prepare students to function well as full or part-time homemakers. As such, programs characterized by a preparatory mission address the full range of concepts that make up the field of Consumer and Homemaking.

Programs for adults may have one of two missions. Those programs offered to all adults in the community who wish to enroll are intended to enrich and improve the homemaking skills of the students; courses usually address very specific subject areas, such as making new clothes from old ones, or microwave cooking. On the other hand, outreach programs for youth and adults, have a remedial mission; they attempt to equip specific groups with skills which provide a remedy for their particular physical, social or economic needs. For example, outreach programs may teach independent living skills to physically or mentally handicapped adults. A C&HE program, then, may have one of three primary missions--preparatory, enrichment, or remedial.

The Preparatory Mission

C&HE programs for students enrolled in secondary schools (grades 7-12) seek to prepare students for the full range of homemaking tasks that they will face as adults. To be vocationally approved, secondary programs must follow standards set at the state level; in most states, these standards include the requirements that the program as a whole be comprehensive in nature, offering courses which address all six subject areas of C&HE. This is achieved by offering both year-long survey courses, and semester-long special interest courses. Virtually all secondary programs have laboratory facilities for food preparation and clothing construction; some include infant and child care laboratories as well.

At the high school level, C&HE courses are almost always elective and not a requirement for graduation. At the junior high school level, C&HE courses may be required for both males and females as a matter of local policy. Preparatory programs are offered to enrolled postsecondary students as well but to a very limited extent.*

Although state program standards set basic requirements, local level teachers usually have a great deal of freedom to decide what they will teach. Advisory councils at the local level, composed of parents and community members, work with teachers to ensure that a particular program serves the needs of the locality. Hence, even within a state, preparatory programs exhibit enormous diversity. For example:

---

* In one state, preparatory programs are offered extensively to enrolled postsecondary students; in two states, C&HE on the postsecondary level focuses on consumer education and resource management skills only.

- A two-teacher department offers three years of C&HE. A year-long Basic Home Economics course, primarily for high school freshmen, includes equal attention to all six C&HE subject areas; students acquire beginning skills, in a laboratory setting, in both food preparation and clothing construction. For sophomores, juniors and seniors, semester-long special interest courses in all C&HE subject areas are offered. In this two-teacher department these courses are rotated--Foods and Nutrition and Consumer Education first semester, Family Living and Housing and Home Management during the second semester. Finally, for juniors and seniors, the department offers a year-long course in Adult Roles and Functions--a non-laboratory comprehensive course which focuses on preparing students for the responsibilities of adulthood through class discussion and frequent guest speakers.

- A secondary teacher in a poor rural school translates cup measures into empty tin cans--an empty tuna can is about a cup, a large can of tomatoes is about a quart, and so on. She developed this strategy when she realized that her students did not own measuring cups at home, and therefore needed a way to transfer what they were learning in school to their home environment. Still, her lessons include the use of small appliances which it is unlikely her students' parents will ever own. This is done consciously to introduce students to something more than they have.

- A secondary program operates out of a vacant apartment in a low income housing project across the street from an inner city high school. Each semester, a new group of troubled potential drop-outs is referred to the program. Each semester, on a very limited budget they plan and prepare nutritious meals, comparison shop and make furnishings for the apartment, and learn what to do if the Housing Authority won't fix your ceiling. After the semester, they leave the program proud that they have done something that mattered and with proof that they can cope. Guidance counselors praise the program. At the end of each semester, the group invites the Board of Education to a dinner in the apartment.

The Enrichment Mission

C&HE courses are offered to adults by local elementary-secondary districts or by postsecondary institutions (usually community colleges or area vocational institutions). These programs are not targetted to a specific population. Their intent is to improve the consumer and homemaking skills of people in the community. As such, enrichment programs are more diverse in structure than preparatory programs. Courses may include several hours of instruction in one session, or extend to a semester in length.

Courses may be initiated by a teacher or an administrator, or grow out of community request. They may be taught by secondary teachers in the evening, by special teachers of adults, or by non-professionals uniquely qualified to teach a certain course.

These adult courses must also meet state standards to be vocationally approved, but no specific sequence or framework of courses is required. While enrichment programs in the past often emphasized crafts, such courses are now ineligible for federal and state assistance in most states. Some examples of enrichment programs are:

- As part of a district-sponsored Community Education program, a C&HE secondary teacher offers a course in parenting skills to adults in the community. The course is specifically designed to attract both fathers and mothers, young couples who would not attend if the cost of a babysitter were involved. As a community service, the local chapter of Future Homemakers of America provide babysitting service at the site of the program.
- A program for adults at a community college teaches participants the new cooking skills required by technological advances in kitchen appliances. The program teaches students how to prepare family meals, using microwave ovens.

The Remedial Mission

C&HE programs with a remedial mission are designed to take specific corrective action to meet the needs of a particular group of youth or adults. Remedial programs are most often characterized by an outreach approach. Local elementary/secondary districts or regional postsecondary institutions usually provide these services, as with enrichment programs, but more often instruction occurs in a community setting. Often, these outreach programs function in close cooperation with human service agencies which serve the poor, the handicapped, the elderly, and other persons with special needs. Social service agency representatives serve on outreach program planning councils, and C&HE instruction may be offered in human service agency facilities, such as public housing projects and community centers for the elderly.

Typically, instructors in remedial programs have special training; large programs often employ paraprofessionals from the community as well. Teaching strategies and curriculum content are geared to meeting specific needs. For example:

- A teacher of adults delivers a lesson on unit price buying and budget nutrition, in the middle of a Food Stamp waiting room to anyone who will listen. Many do, while others stare into newspapers, without turning the pages, listening while pretending not to. The caseworker emerges and calls a number. The teacher, stopped mid-sentence, repeats the number to her "audience." A member leaves for his appointment with the caseworker, but not without being offered--and accepting--printed material on wise buying and budget nutrition.

- An outreach program in a large urban area makes extensive use of bilingual paraprofessionals from the community. The paraprofessionals seek out individuals in the community in need of consumer and homemaking skills, enroll them in the program, and work with them on a one-to-one basis as long as is needed. The program provides lessons that build independent skills, and does not merely deliver information. Low income persons are taught how to complete income tax forms, reduce their utility costs, recognize consumer fraud and register a complaint. The program also offers group learning situations, and a "consumer call-in," very successful in reaching the elderly, handicapped and home-bound. Significant features of this program are its recognition of the value system of its clientele, and its ability to foster growth not only in its participants but also in its paraprofessional staff.

- Programs for adults often work closely with social agencies which serve low income adults. One program with a long-standing relationship with Public Assistance, has learned to exercise restraint in the desire to measure the effects of Nutrition Education. Some time ago, they learned that the welfare recipients worried that if they demonstrated their new ability to buy more nutrition with less money, their benefits would be cut. This is both an indication that the program is working, and a testimony to the sensitivity of the teachers.

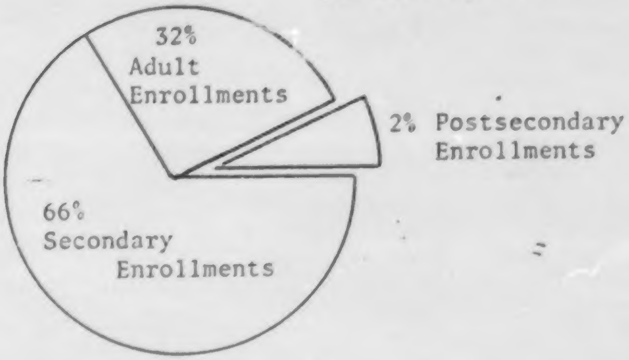
THE STUDENTS OF CONSUMER AND HOMEMAKING EDUCATION

Consumer and Homemaking Education programs in the ten states enrolled over 1.4 million students in FY 1979. Reliable data on the gender of students is not available for these ten states for that year; however, in FY 1978, about 20% of Consumer and Homemaking students were male.*

C & HE students are served on the secondary, postsecondary, and adult levels. The graph below depicts the distribution of students enrolled in C & HE by their educational level in 1979.

Figure 1-2

C&HE Enrollment by Educational Level
Ten States, 1979



Source: VEDS, 1979

A survey of student enrollments in Vocational Education conducted by the Office for Civil Rights (OCR) in the Fall of 1979 offers information about the racial and ethnic characteristics of some C & HE students. For this school-based survey, OCR collected data on students enrolled in about half of the comprehensive high schools in the nation, as well as in most junior and community colleges and area vocational centers in the nation. Because C & HE programs are often provided in junior high schools, in high schools where no other vocational programs are offered, and in community outreach settings, the OCR survey counted only a portion of the students participating in C & HE programs. Whereas the ten states reported to VEDS that more than 1.4 million students were participating in C & HE programs in 1979, about 316,000 students were counted in C & HE programs in the OCR survey.

---

*Sources: 1979 data: VEDS; 1978 data: OVAE

Table 1-1, below, depicts the racial and ethnic characteristics of the students of C & HE included in the OCR survey:

Table 1-1

Racial/Ethnic Characteristics of C & HE Students in Selected Comprehensive High Schools, Area Vocational Centers and Junior and Community Colleges, Fall 1979, Ten States and Nationwide

	American Indian	Asian	Black	Hispanic	White
Ten States	1,685 (1%)	4,843 (2%)	68,349 (22%)	43,096 (14%)	198,392 (63%)
National	9,781 (1%)	13,076 (1%)	217,672 (22%)	55,924 (6%)	698,719 (70%)

SOURCE: Office for Civil Rights, Fall 1979 Survey of Vocational Education

Consumer and Homemaking programs enroll a higher percentage of Black students than employment-oriented vocational education programs do; OCR found that Black student enrollment in C & HE nationally was 22%, while in programs that prepare students for gainful employment, Black students comprised 15% of all students. However, the proportions of Asian, American Indian and Hispanic students enrolled in C & HE and in employment-oriented programs nationally were about the same. As Table 1-1 indicates, enrollment in the ten states studied is representative of national enrollment patterns, except with regard to Hispanic students. The fact that this study looked at several states with higher than average Hispanic populations (California and Texas) accounts for this disparity.

It is difficult to know how the partial nature of the OCR survey affects the generalizability of its findings. The OCR data underrepresent small, rural schools, where minority enrollment in the East, Midwest and West tends to be low. The data also underrepresent students in C & HE outreach programs, who are often Black or Hispanic. While we must rely on this data base until a more complete one is available, it must be emphasized the the OCR data represent only a portion of the students who participate in C & HE.

This same OCR survey in 1979 also collected information on the number of handicapped students and students with limited English proficiency enrolled in C & HE programs. Among the C & HE students in all the schools surveyed, 2.4% were handicapped and .5% were limited in English proficiency; in the ten states studied, 2.5% were handicapped and 1.2% were limited in English proficiency. With regard to these students, C & HE enrollments nationally do not differ significantly from employment-oriented vocational enrollments; 2.6% of the students in those programs nationwide were handicapped and .5% were limited in English proficiency.*

These data exclude those handicapped and LEP students enrolled in junior high school and many high school C & HE programs. In addition, many C & HE outreach programs, not included in this survey, are targetted specifically to the handicapped, recent immigrants, the disadvantaged, and other persons with special needs.

---

* Office for Civil Rights, Fall 1979 Survey of Vocational Education.

Table 1-2 shows the proportion of total C & HE enrollment in 1978 found in each subject area:

Table 1-2

Proportion of C & HE Students by Subject Area, 1978. Ten States

Comprehensive C & HE	43%
Foods and Nutrition	14%
Clothing and Textiles	13%
Child Development and Guidance	9%
Family Living and Parenthood Education	8%
Housing and Home Management	7%
Consumer Education	6%

SOURCE: OVAE, 1978. 1979 data from VEDS by subject area were not used as they are available for only eight of the ten states studied.

As these data indicate, the largest number of students are enrolled in Comprehensive C & HE classes, which are survey courses that address concepts in all six C & HE subject areas.

THE TEACHERS OF CONSUMER AND HOMEMAKING EDUCATION

Unlike many other areas of Vocational Education, C&HE requires teachers to have a baccalaureate degree. Home economics teacher education consists of three complementary areas of study.

- Coursework in social science, natural science, and the humanities;
- Coursework in home economics subject areas--child development, consumer education, etc.;

- Coursework in educational theory and practice, such as curriculum development and education psychology.

Thus, C & HE teachers receive a broad-based education. Increasingly, preservice training includes instruction in the needs of special populations and on the ramifications of federal legislation.

In 1979, according to the count of the Vocational Education Data System, there were 11,638 teachers employed in the ten states studied. The Fall 1979 Survey of Vocational Education conducted by the Office for Civil Rights collected racial and ethnic data on 4,470 full-time instructional staff in these ten states. Thirteen percent were Black--Home Economics has the highest percentage of Black teachers of any vocational program. Three percent were Hispanic, 1% were Asian-Americans, and less than 1% are Native Americans. Eighty-three percent of these teachers were white, and 94% were female.*

A study of C & HE programs published in 1980, conducted by an ad hoc research committee within the Home Economics Division of the American Vocational Association, provides additional information about C & HE teachers in secondary schools. A nationwide sample of home economics secondary programs revealed that in 49% of the 1,147 schools, C & HE departments consisted of only one teacher. The results of their investigation are summarized in the table presented below.

---

* Office for Civil Rights, Fall 1979 Survey of Vocational Education. Observational data gathered on site in the ten states contradicts data on teachers by sex; the figure of 6% male teachers seems too high.

Table 1-3

C&HE Teachers per School by Frequency and Percentage

	Schools	
Teachers Per School	Number	Percentage
1	562	49
2	379	33
3	132	12
4	41	4
5	21	2
6	9	.78
7	2	.17
8	---	-----
9	---	-----
10	1	.08

N=1,147 schools

Source: Hughes, Ruth P., Barbara Rougvie, and Barbara Woods. The National Census Study of Secondary Vocational Consumer and Homemaking Programs: A Final Report, Iowa State University Research Foundation, Inc., 1980, page 46.

As a rule, a close working relationship exists between the classroom teacher, the state C & HE administration, and teacher educators. In addition to offering opportunities for continuing professional development to secondary and adult teachers, teacher educators are involved in curriculum development, research, and state-sponsored inservice training for C & HE teachers.*

---

* The American Home Economics Association publication, The AHEA Membership Survey Databook: 1979, provides information about the education employment and professional characteristics of AHEA members. These data are not useful to this study, however, since less than half of the respondents (48.5%) were employed by an educational system or institution. It is not possible to discern characteristics of C & HE teachers only from the data as published.

GOVERNANCE OF CONSUMER AND HOMEMAKING EDUCATION

Perhaps the one variable which makes it most difficult to generalize about C&HE, even within a given state, is the decentralized nature of the education system, manifested in the local autonomy of school districts and home-rule by individual schools. The degree to which the state is able to influence local C&HE activities varies from state to state. In general, LEAs are very sensitive to the exercise of state priorities over local ones. It is within the context of an uneasy balance between state control and local autonomy that the C&HE system is governed.

At the State Level

The senior administrator for C&HE in each state is the State Supervisor,* who works with the State Vocational Education agency. Beyond the 10** State Supervisors in the states studied, there are three dozen additional state level C&HE administrative staff members, located either in the state office or in regional offices. Some states have as many as eleven, others have none. These staff members may be specialists who work with certain types of C & HE programs; more often, they are generalists assigned to consult with program providers in a specified geographic area. In about one-half the states visited, State Supervisors were assisted by a staff member responsible for state support and leadership of Future Homemakers of America. Where no staff member assists the supervisor in this regard, she herself is the FHA advisor. State Supervisors characteristically work in close accord with teacher education institutions and the Vocational Home Economics teachers' associations in the state. She and teacher educators work closely on curriculum development and research projects, involving classroom teachers and teachers-in-training who have input and fieldtest products. Vocational Home Economics teachers associations meet in the evening after a day at the state sponsored inservice training conference, and agendas are sometimes planned in concert. Nine of the ten State Supervisors are responsible for both useful and gainful home economics programs.

---

* The title of this individual varies; State Supervisor is used generically.

** There are, in fact, 11 state C&HE administrators; one state has two --one for secondary and another who devotes part of her time to postsecondary C&HE programs.

49

In nine of the states visited, Vocational Education is operated under the State Board of Education by a division within the State Department of Education. In the tenth, Vocational Education is governed by a State Board of Vocational Education and its own department, separate from the State Department of Education. In all ten states, Consumer and Homemaking is administered as part of Vocational Education. In three states, control over C&HE at the post-secondary level by Vocational Education is either a relatively new phenomenon (and therefore still partial) or is missing altogether, as postsecondary programs are administered by a central board of the community colleges.

State Vocational Education departments are organized in different ways. There is a movement away from organizing administration by vocational program area. In six of the ten states, departments are organzied by function. That is, program development, approval and evaluation of all Vocational Education programs rests with administrators who make generic decisions regarding program quality and cost-effectiveness. C&HE State Supervisors participate on evaluation teams and review programs in other than their own field, while providing leadership in substantive matters such as curriculum development, program standards, course content, inservice and pre-service training to their own constituency.

The recent trend in reorganization (from administration-by-subject-area to administration-by-function) has taken regional C&HE state staff out of the direct administrative control of the State Supervisor. They now frequently report to program administrators at regional offices or to the same individual in the state department as do the State Supervisors. In those states which retain the administration-by-vocational-program model, State Supervisors have more authority over budgetary decisions, and the placement of teachers and resources. In the more prevalent model--administration-by-function--these decisions are made by overall program administrators after input from State Supervisors.

Despite state office reorganization, the State Supervisor remains the substantive leader with considerable influence over C&HE programs in the state. It is the State Supervisor who, in consultation with state, regional and local C&HE professionals, sets the priorities for C&HE in the state. Regional staff, where available, provide technical assistance to classroom teachers under the supervision of the State Supervisors. Often, local teachers submit to State Supervisors an accounting during the year which typically includes: numbers of students served; number of males; course content; a summary of interaction with the programs' advisory committee; anecdotal "success stories." State Supervisors use this material to spot programs in need of technical assistance and to write the C&HE portion of the State Plan.

At the Local Level

In the majority (7 of 10) states studied, large LEAs employ their own C&HE specialists. These specialists perform functions similar to the state-level regional staff, with the exception that they have more time, greater familiarity, and a smaller geographic area to cover. As part of the C&HE system in the state, they relate, of course, to regional state staff and to the State Supervisor but they function administratively under the district superintendent or a district Vocational Director. As such, they are close to the system they want to affect and integrated within the local administrative hierarchy.

Regional state staff and local C&HE specialists work with superintendents, principals, and local vocational directors, educating them and advocating for the field. However, in many districts, local teachers have the benefit of neither regional state staff nor local C&HE specialists. Instead, classroom teachers receive guidance through direct contact with the C&HE State Supervisor or the district Vocational Director.

Whether or not to fund a local C&HE district specialist is a local management decision, primarily based on financial ability to do so. In times of fiscal austerity, administrators are cut before teachers--consequently C&HE, like all other programs in education, has lost a portion of its specialists at the local level.

FINANCING CONSUMER AND HOMEMAKING EDUCATION

Consumer and Homemaking programs are supported by a combination of local, state, and federal dollars. In FY 79 federal funds accounted for 7% of the $172 million spent in these ten states to support C&HE. State and local resources, therefore, provided the overwhelming proportion of support, 93%.*

There are additional forms of local support which go unreported. These include the provision of appliances by local utility companies; the support of the travel expenses of FHA state and national officers; funds for supplies, clerical support and loan of instructional materials. Local districts, when they can afford to do so, may provide facilities or renovate existing ones to house a Homemaking program. Community agencies, through the goodwill garnered by the local C&HE advisory council, may provide inservice training, guest speakers sans honorarium, and help with needs assessments.

---

*VEDS, 1979.

III. LEGISLATIVE HISTORY OF CONSUMER AND HOMEMAKING EDUCATION

Vocational education was an early and central concept in the progressive education movement in the United States. As participation in public education increased, the general public began to view the "ideals of gentlemanliness and culture" as outmoded. Education needed to enter the industrial age. Educational historian Lawrence Cremin writes,

> "In manual instruction lay the key to a new balanced schooling that would again marry the mental and the manual, thereby preparing people realistically for life in an industrial society."[3]

By 1910, 29 states had passed legislation providing for some form of industrial education. Programs in Domestic Science, forerunners of Consumer and Homemaking Education, were included in the legislation of eleven states.

Subpart 5 of the Education Amendments of 1976 is the latest in the series of federal legislative actions to affect Home Economics education. The Smith-Hughes Act of 1917 (39 Stat. 929, codified at 20 U.S.C. § 61015, 16-28) provided the first direct federal aid to elementary and secondary programs. Home Economics programs were grouped with Trade and Industrial education. Of the funds alloted to states for that group, a maximum of

---

[3] Cremin, Lawrance, A. "The Transformation of the School: Progressivism in American Education 1976-1957. Vintage Books, New York, 1961. p. 26.

20% was to go to Home Economics; states were not required to spend any on Home Economics unless they wished to. It was the Smith-Hughes Act that established State Supervisors, first required state plans for Vocational Education, and provided for support of teacher education in the states.

The George-Reed Act of 1929 directly appropriated funds to Home Economics. Whereas prior legislation allocated monies according to a state's proportion of the total U.S. urban population, the 1929 legislation distributed federal money according to the state's rural population. Today, we see a legacy of this decision in the strong tradition of support for Home Economics in the Southern and Midwestern states.

In 1937, federal legislation equalized the funding levels of home economics, agriculture, and trade and industrial education. Rigid matching requirements were replaced by the forerunner of today's formulaic allocation requirements. Support for teacher training, assured in prior legislation by categorical funding, was left to the discretion of the states. The George Barden Act of 1946 further reduced controls on how states could spend federal funds for vocational education; for example, funds were no longer earmarked for teacher education.

Two factors prompted a quadrupling in federal support for vocational education with the Vocational Education Act of 1963: the emergence of several new skilled labor categories, and the baby boom. The Vocational Education Act of 1963 (P.L. 88-210) represented a major departure from earlier legislation in that it shifted support from manpower training in a few major areas to a wide spectrum of educational and occupational programs. The Act differentiated between home economics occupations leading to gainful employment, and non-occupational programs. States were free to determine the extent of federal support allocated to home economics programs--but legislation required that at least 10% of that determination go to develop and implement occupational home economics programs.

The feelings of some legislators at the time is expressed in the testimony included in the Legislative History:

> Home Economics training under existing law is now limited to preparation for work in the farm house. H.R. 4955 would permit use of George-Barden and Smith-Hughes money in the home economics category for home economics training not directed to home activity but involving homemaking skills for which there are employment opportunities."[4]

The portion of home economics education that was not devoted to paid employment was changing along with society. Despite the fact that home economics enjoys deep and established roots in the rural segment of society, it could no longer be accurately depicted solely as "preparation for work in the farm house." The 1968 Vocational Education Amendments reflected this change by ascribing a new name to non-occupational home economics programs--Consumer and Homemaking Education--and by providing, in Part F, separate authorization for these programs.

Programs were to reflect the shift in the family unit from one of production to one of consumption. Consumer skills had become increasingly important to anyone who would make a home. In addition, as more and more women left full-time homemaking for paid labor in the marketplace, it could no longer be assumed that the husband earned the wages which supported the home his wife made. The 1968 Amendments (P.L. 90-576, codified at 20 U.S.C. § § 1241-1393f) allowed programs to prepare young people to perform both functions, and to provide training in the special skills required to accomplish this while maintaining strong and harmonious family life. In addition, states were to spend at least one-third of their funds on programs in areas where poor people live under the additional stress of economic hardship, and who, therefore, have heightened needs for consumer skills.

---

[4] House Report 393 (June 18, 1963) U.S. Code and Congressional Administrative News, 88th Congress, 1st Session, p. 1298.

Subpart 5 of the Education Amendments of 1976 (P.L. 94-482, codified at 20 U.S.C. § 2380) presents more specific information about the content of C & HE programs and the activities and concepts federal resources are meant to encourage. A comparison of the 1976 legislation with that of 1968, however, shows that in 1976 Congress reinforced and expanded upon the legislative process it specified in 1968 (see Figure 1-3).

Figure 1-3

Part F of the Educational Amendments of 1968 compared to Subparts 5 of the Educational Amendments of 1976

P.L. 90-576 Part F	P.L. 94-482 Subpart 5
● Section 161(b)(1) Federal funds may be expended for educational programs	● Section 150(b)(1) Federal funds may be expended for educational programs at all educational levels for the occupations of homemaking,* which include but are not limited to six subject areas listed.
● Section 161(b)(1)(A) Funded programs "encouraged home economics to give greater consideration to social economic and cultural needs, especially in economically depressed areas."	● Section 150(b)(1)(C) Repeats the language of Part F of P.L. 90-576 regarding social, economic and cultural needs and economically depressed areas, adding that "courses may include, where appropriate, bilingual instruction." ● Section 150(b)(1)(D) Funded programs should "encourage outreach programs in communities for youth and adults giving consideration to special needs." Eight groups with such needs are specifically suggested.
● Section 161(b)(1)(D) Funded programs "include consumer education programs"	● Section 150(b)(1)(F) Funded programs "emphasize consumer education, management of resources, promotion of nutritional knowledge and food use, and parenthood education to meet the current societal needs."
● Section 161(b)(1)(C) Funded programs are "designed to prepare youth and adults for the role of homemaker, or to contribute to the employability of such youths and adults in the dual role of homemaker and wage-earner."	● Section 150(b)(1)(A) Funded programs "encourage participation of both males and females to prepare for combining the roles of homemakers and wage earners." ● Section 150(b)(1)(B) Funded programs "encourage elimination of sex stereotyping in consumer and homemaking education," through the development of curriculum materials that address changing career patterns of men and women and equal opportunity laws related to education and employment.

---

*underlining indicates legislative purposes not included in P.L. 90-576, Part F.

Figure 1-3 (Continued)

P.L. 90-576 Part F	P.L. 94-482 Subpart 5
• Section 161(b)(1)(E) Funded programs "are designed for persons who have entered or are preparing to enter, the work of the home."	• Section 150(b)(1)(E) Funded programs "prepare males and females who have entered or are preparing to enter the work of the home."
• Section 161(b)(1)(B) Funded programs "encourage preparation for professional leadership."	• Not included in Section 150.
• Section 161(b)(2) Funds may be used for "ancillary services, activities and other means of assuring quality in all homemaking education programs." A number of types of ancillary services are suggested.	• Section 150(b)(2) Same as Section 161(b)(2) of Part F; exemplary projects are added to list of possible ancillary services.
• Sections 161(c) and 161(d) Federal funds may be used to pay up to 50% of the cost of programs, except in economically depressed areas, where they may cover 90% of program cost.	• Section 150(c) and (d) Same as Section 161(c) and (d) of Part F.

In 1976, Congress continued to emphasize the value of giving "greater consideration to social, economic and cultural needs, especially in economically depressed areas." The specific concern for consumer education is repeated, and nutrition education, resource management and parenthood education are added to the list. The stress on meeting social needs is further reinforced, as Congress, for the first time, encourages community outreach programs for groups with special needs.

The major departure from the 1968 legislation is the clear emphasis on sex equity. While the language of Part F in 1968 was sex neutral, and acknowledged the dual role of homemaker and wage earner, Subpart 5 in 1976 explicitly encourages the participation of both males and females and the elimination of sex stereotyping in C&HE programs.

Much of what is contained in the 1976 legislation was contained or implied in the 1968 amendments. It is not surprising, then, that highly responsive activities, such as C&HE outreach programs for the disadvantaged, were conducted even before 1976. As well as to initiate change, the federal role has been to reinforce and support promising innovations already operating at the state and local levels, when these innovations address national concerns. Federal support and acknowledgement, then, encourages the generalization of new program approaches and program emphases throughout the country.

61

CHAPTER 2

THE PROCESS OF IMPLEMENTATION

The first action taken by the federal government is, of course, to fashion the baton. The purpose of this chapter is to follow the baton as it passes from Congress to the Office of Education, then on to the states who pass the baton onto local school districts. As the baton of Congressional intent passes from hand to hand, the race becomes complex and difficult. This chapter highlights those difficulties--those roadblocks and hurdles which influence a state's outcome at the finish line.

I. AT THE FEDERAL LEVEL

P.L. 94-482 was signed into law by President Gerald Ford on October 12, 1976. The enactment of the Educational Amendments of 1976 is part of an ongoing relationship between federal vocational education legislation and the professionals who implement it. Characterizing that relationship Lowell A. Burkett, Executive Director of the American Vocational Association in 1976, wrote:

> It took Congress approximately two years to hold hearings and complete the process of enacting this legislation. As is true in the development of all federal acts, the process involved the giving of information, the defining of points of view, and finally compromising with other points of view without sacrificing the major concepts necessary to the proper functioning of the program.[6]

The law reinforced much of the 1968 Amendments, with increased emphasis on broad-based planning by states and the elimination of sex stereotyping in vocational education programs. The law specified certain methods for administration and planning to ensure that federal funds are used to support programs that meet state and local vocational education needs.

---

[6] Burkett, Lowell A. "Latest Word from Washington" American Vocational Journal, (December) 1976, p. 9.

Many of the categorically funded parts of the 1968 Amendments were consolidated into a basic grant, divisible between support for program operation (80%) and support for activities aimed at program improvement (20%). The law included separate authorization beyond the block grant for:

- Special programs for the disadvantaged;
- Emergency assistance to aid in upgrading facilities;
- Bilingual vocational training;
- Consumer and homemaking education

Consumer and Homemaking Education is the only program area within vocational education singled out for separate authorization.

THE REGULATIONS

Congress charged the appropriate body within the executive branch--the Office of Education*--with the drafting of rules and regulations to be used by states in implementing the statutory provisions of P.L. 94-482. One month post-enactment (November 10, 1976), the Commissioner of Education published a Notice of Intent to Issue Regulations in the Federal Register. The Notice solicited public opinion during an ensuing 65-day period, and OE received over 600 calls and letters from commenters. Face-to-face input was received from another 600 individuals at 66 meetings across the nation, held between late November and Mid-January 1977. Comments were analyzed and proposed regulations were drafted.

Three months after the last public meeting, a Notice of Proposed Rulemaking summarizing the proposed regulations appeared in the Federal Register of April 7, 1977. In the ensuing 30-day comment period, press releases went out to 450 local organizations and newspapers; public meetings were conducted in the ten DHEW regional offices with letters of invitation extended to some 10,000 individuals and organizations. Five months after the last public meeting on the proposed regulations, final regulations appeared in the Federal Register of October 3, 1977.

---

* The Department of Education was created in 1980; the Office of Vocational and Adult Education (OVAE) is responsible for the administration of Vocational Education programs within the Department of Education. Previous to 1980, the Bureau of Occupational and Adult Education (BOAE) of the Office of Education, Department of Health, Education and Welfare, administered federal Vocational Education programs. This study will use current terminology, except when describing historical events.

The Regulations further defined a set of management practices, mandated in P.L. 94-482, to be established in all states which receive federal vocational education funding. These management practices include:

- Coordinated Administration and Planning

  All vocational education programs, at every level, are to be administered by a sole state agency, a state Board responsible for all programs under the Act. Management is to be by objective. A five-year state plan, accomplished through a collaboration of educators and representatives from the state Manpower Services Council, is to assess present and future labor needs and arrive at the optimal use of federal, state and local resources to meet them. Federal funds are to be allocated according to a formula with specific components.

- Mechanisms for Public Participation

  Planning is to be done in consultation with a State Advisory Council, a group diverse enough to represent the general public and able to conduct an independent review of state manpower needs and plans to meet them. In addition, the state advisory council is to provide technical assistance to local advisory councils, the functions of which mirror those of the state-wide organization. Before they become operational, proposed state plans are subject to review by the laity during a series of public hearings held throughout the state.

- Mechanisms to Ensure Equal Access

  States are to employ a full-time sex equity coordinator to promote equal access of males and females to all of vocational education, and states are encouraged to provide special grants for projects designed to reduce sex bias. Twenty percent of the supportive services portion of the basic grant must be used for guidance and counseling services for this and related purposes. Finally, programs in economically depressed areas are to be given priority in federal funding when their own resources are insufficient to meet their needs for vocational training. One-third of all federal Consumer and Homemaking funds is to go to programs in these areas.

- Fiscal and Programmatic Accountability

  In addition to five-year State Plans, states are required to submit Annual Plans, which update labor needs and specify the planned use of funds to meet them in the coming year. States are required to submit to the Bureau of Occupational and Adult Education yearly accounting on expenditures and enrollments. Beginning in 1978, states were required to accompany the upcoming year's Annual Plan (for 1980) with an accounting of last year's (1978's) accomplishments vis a vis the 1978 Annual Plan. States are also required to conduct program evaluations--cost-benefit analyses--of each program in 5-year cycles. Each program is to be evaluated on the basis of its competence to prepare students for the occupational goal of the program, and is assessed in its ability to do so for a justifiable number of its participants.

These practices create a parallel infrastructure within each state, designed to facilitate implementation, and to relate to all parts of the vocational education program. This management system can be monitored by the federal government; by extension, implementation can be monitored.

The Office of Vocational and Adult Education (OVAE), within DE, monitors implementation from Washington through review and approval of state plans and accountability reports. In addition, OVAE conducts periodic onsite MERC-Q reviews (Management Evaluation Review for Compliance and Quality) in each state.

Consumer and Homemaking Programs were at once subject to the same mandated management practices as the rest of vocational education, and separate both in terms of specified program offerings and differing fund distribution requirements. For example, for most of vocational education, states could establish priorities for fundable program activities in any way they wished, provided they spent no more than 80% of their allotment on program operations and that they arrived at their priorities through a broad-based planning process. Content and approach were not subject to federal regulation. Consumer and Homemaking programs, on the other hand, could make their own determination as to the distribution of funds between program support and ancillary services. Content was meticulously specified, although the legislation encompasses all the activities of the field. The Regulations go beyond the fund distribution requirements in Subpart 5 of the law to specify that the federal funds allocated to C & HE must be distributed within states according to an approved formula, above and beyond the mandated one-third set aside to be used in economically depressed areas.

FEDERAL POLICY MEMORANDA AND CONSUMER AND HOMEMAKING EDUCATION

In response to questions following release of the proposed regulations, the Office of Education issued clarification in the form of policy memoranda. For example, OE was asked to clarify whether Section 150 funds were distinct from Section 102(a) basic grant funds. In other words, could a Subpart 2-funded day-care center be used as a laboratory by students in a C&HE Child Development class? A memo dated August 8, 1977 stated that as C&HE is vocational education, Subpart 2 funds may be used for C&HE instruction, but that the reverse is not true-specifically that "Section 150 funds may not be used for vocational education to prepare or train persons for paid employment."[7]

The only mention of Future Homemakers of America--the home economics vocational student organization--in the proposed Regulations consisted of restrictions on the use of federal funds in the support of this organization. No federal funds were to be used for pins, badges, plaques, jackets, etc., or for transportation or lodging of student members attending national or state meetings. In a response to a request for clarification of OE's position with regard to FHA, an OE policy memorandum of September, 1977 recognized the potential benefit to students of participation in FHA; considered FHA "an integral part of our vocational system of training,"[8] offered technical assistance to the organization in efforts to eliminate sex stereotyping; and allowed federal money to be used by states to provide leadership for FHA, so long as this was in accordance with the state plan.

---

[7] Memo from Acting Deputy Commissioner, Occupational and Adult Education to Asst. Regional Commissions et al entitled "Use of C&HE Funds."

Consumer and Homemaking is the only discipline within Vocational Education charged with "encouraging outreach programs." Yet nowhere in the Act, nor in the proposed or final regulations, is this primarily social service term defined. An OE policy statement, dated September 1977, offers the following interpretation:

> "A possible interpretation would be that a school setting could be considered an outreach program even though instructions were given on the premises provided there is other evidence of outreach such as reaching out with information to bring outside groups into the program or having the instruction at a time and place convenient for the outside group."[9]

---

[8] Policy Statement dated September 1977, entitled, "Policy of the USOE for VE Student Organizations," distributed by OE Director, Div. of Voc. & Tech. Ed.

[9] Memo from Acting Deputy Commissioner, Bureau of Occupational and Adult Education to Asst. Regional Commissioners, et al, entitled "Use of C&HE Funds," date August 8, 1977.

TECHNICAL ASSISTANCE

Through the activities of the Office of Vocational and Adult Education, the Department of Education provides technical assistance to states in implementing the federal legislation. OVAE sponsors periodic meetings at the regional and national level, provides assistance by telephone as needed, and, when difficult problems arise, sends staff to meet with administrators from one or several states. In addition, OVAE staff take part in national professional association meetings.

The Education Program Specialist for Consumer and Homemaking Education, Occupational Home Economics Education, and Personal Services Occupations is the OVAE staff person with the most direct responsibility for assisting in the implementation of Subpart 5. Working within the State Programs and Services Branch, the Program Specialist's duties with regard to assisting in the implementation of Subpart 5 include:

- initiating,planning and conducting national and regional meetings and conferences as required or requested;
- responding to requests from states, LEAs and higher education institutions for on-site assistance in developing, planning and evaluating programs, in a consultative, non-supervisory capacity.
- providing national leadership and direction to the home economics student organization, FHA.
- providing consultation services and informative materials to Home Economics professional organizations and the Vocational Home Economics Education Division of the American Vocational Association, in the capacity of OE liaison.
- reviewing audits and reports related to C&HE made by BOAE and other agencies, and to assist in the correction of any programmatic or administrative problems.

In addition to these and other related duties, the Program Specialist works with other federal agencies and other divisions of the Department of Education on C&HE concerns. As the person at the federal level most knowledgeable about C&HE, she plays a major role in conveying information about C&HE to others at the federal level. When federal rules or regulations that affect C&HE at the state or local level are unclear or inconsistent, she acts as the advocate for C&HE at the federal level to obtain clarification or change.

The Program Specialist maintains contact with State Supervisors of Home Economics through memoranda as well as attendance at professional organization meetings. State Supervisors call frequently, especially when there are questions of interpretation of federal regulations.

National conferences sponsored by OVAE and planned by the Program Specialist are another method of providing technical assistance. The most recent such conference in March, 1980 included sessions on:

- program evaluation
- individualized instruction
- innovative curricula in C&HE
- bilingual education and sex equity for various cultures
- working with handicapped preschoolers
- reviews of research efforts
- displaced homemakers
- legislative task force report
- National FHA-HERO staff activities.

In summary, technical assistance to C&HE from the Federal level is coordinated by the Program Specialist for Consumer and Homemaking Education, working in concert with other federal officials. In addition to providing assistance by telephone or in person to state administrators, the Program Specialist works with professional associations, higher education institutions and other groups to provide guidance and a federal perspective on C&HE program development.

II. AT THE STATE LEVEL

CONSUMER AND HOMEMAKING EDUCATION AND VOCATIONAL EDUCATION

Consumer and Homemaking Education differs from the rest of vocational education. It is the only program specifically charged to conduct outreach programs for youth and adults. Furthermore, it is the only program which does not prepare its students for paid employment.

The management practices described in the previous section are designed to ensure broad-based planning by states and to facilitiate implementation of P.L. 94-482. However, that planning process is largely intended to ensure that the state plan for vocational education responds to labor needs for paid employment. Therefore, important parts of the planning process in each state clearly are not relevant to Consumer and Homemaking Education. For example:

- The state plan is to be developed by the state agency in consultation with, among others, representatives from the Manpower Services Council in each state. C&HE goals, in that they do not reflect labor needs, differ in significant ways from those derived in that collaboration.

- State Advisory Councils are relatively uninformed about Consumer and Homemaking Education. The regulations do not specify that a homemaker or someone familiar with the social, economic and cultural needs of citizens be among the membership. Although there are exceptions, State Supervisors for C&HE have difficulty obtaining a hearing before their SACVE, or despite presentations, SACVE reports do not reflect the concerns of C&HE.

- C&HE leadership directs a great deal of effort and resources to increasing male enrollment. These efforts often include consultation with Sex Equity Coordinators. However, statewide efforts to prompt non-traditional enrollment in vocational education through guidance and counselling, most often do not actively address C&HE programs.

- Evaluations of vocational education programs use employer assessment and program completion as major criteria in judging the success of programs. These criteria, in light of C&HE's unique charge, are not of value in assuring program quality in C&HE.

What this means is that a great deal of the responsibility for implementing Subpart 5 rests with the State Supervisor of Home Economics. She is the person most knowledgeable about C&HE programs in the state. She knows the amount of change required to increase the correspondence between program activities and the federal preference. Therefore, her actions are highly instrumental in determining character of responsiveness in the state. It is the State Supervisor who drafts the C&HE portions of the five-year and annual state plans, which then go to the Board for approval. Interviews with State Directors and other senior vocational education administrators confirm that they typically rely on State Supervisors to establish priorities for C&HE in the state.

FACTORS WHICH AFFECT STATE AGENCY ABILITY TO IMPLEMENT THE LAW

The baton of Congressional intent is handed off by the Department of Education to the states. States are required to run their leg of the race in a specified way, but state runners inevitably encounter problems peculiar to the course in each state.

The optimal set of state goals which Consumer and Homemaking Education hopes to accomplish at the finish line is one that is both attuned to the federal laws and regulations, and to state and local conditions as well. While they may require change where change is needed, they must be realistic enough to be achieveable on the local level. No state entirely reflected the federal preference in 1976; change was always at issue. Two facts characterize this dilemma:

- States are unlikely to redirect their entire programs to reflect the specifics of Subpart 5. They are not required to. Subpart 5 is peppered with phrases such as "encourage the participation of....," "encourage the elimination of...," "give greater consideration to...," "encourage outreach to....," and "to include, but not limited to...." The language of the law and the Regulation allow for selective implementation. States are free to choose those elements most acceptable and/or most needed.
- The ability of the state agency responsible for administering consumer and homemaking programs is severely limited. Public education in most states is a decentralized, locally-controlled business; respect for the local autonomy of school districts is a respected tradition. Therefore, state goals to implement the Act are likely to be incremental in nature. The federal government does not expect otherwise--while Subpart 5 states that C&HE programs may be conducted on all levels, further clarification adds that "each state plan, but not every local program, must include funding programs at each of these levels of education."[10] In a state where few outreach programs exist, starting outreach programs on a very small scale is a legitimate means of responding to the legislation.

With specific references to Consumer and Homemaking, the language of the law allows states to select aspects of the law for implementation and to proceed with change slowly. Some states , however, set goals that are more responsive than others. There are factors which operate on the state and local levels which help explain why. None of these factors alone explains all the variation and yet, all other things being equal, they seem to make a difference. They are:

---

[10] H.R. Report No. 94-1085 at page 50.

- State laws and policies
- The status of C&HE Programs in 1976.

State Laws and Policies

States must respond to state laws and policies developed to govern vocational education. These laws and policies affect the likelihood that goals established for C&HE will reflect federal priorities. Subpart 5 speaks of serving students on all educational levels. Yet almost all the states we visited required that federal vocational education funds be concentrated on certain educational levels and forbade their use on others. For example, nine states disallow the use of federal funds for C&HE programs below the 9th grade level, although it is permitted in the federal legislation. Even those which allow the use of federal funds at the middle school level, disallow its use in elementary schools. Five states do not use federal dollars to support C&HE programs in postsecondary institutions, either because these do not fall under the administration of vocational education or because of a Board decision not to include C&HE in the postsecondary curriculum. Because State Supervisors do not have independent control over policies for using federal funds, the State Supervisor must either set goals that accommodate existing policies--even though those goals might be less responsive--or convince state officials to make a major policy exception-a very difficult task.

States are becoming increasingly aware of the need for public education to prepare students to be informed consumers. Four states recently passed legislation requiring a course in Consumer Education of all high school graduates. On the face of it, this would seem to increase the likelihood that state goals for C&HE would reflect the federal preference for an emphasis on Consumer Education. However, C&HE is an elective, not a required course. So, while C&HE in all four of these states has had significant input into the curriculum, in two the courses in Consumer Education are generally taught by social studies departments. In one of the remaining two, the course may be taken in Business, C&HE, or Social Studies, so enrollments are shared. In the fourth, the requirement may be fulfilled by any number of combiations of C&HE and Social Studies courses. Another state strongly recommends that all Vocational Technical Schools require enrolled students to take one semester of Consumer Education, taught by a Homemaking teacher. Three-quarters of the schools have complied; students in such courses as computer technology, aviation repair and cosmetology are given a crash course in fraud, insurance, mortgages, installment buying, and wills. Thus, a state law or policy which required Consumer Education courses can either enhance or limit the emphasis on Consumer Education in a state C&HE program.

In 1970, the Board of Education in one state placed severe limitations on the teaching of "Health and Family Living Education"--a broad category under which C&HE parenting classes fall. The Board recommended that these courses not only be elective, but that they not be co-educational, that parental permission be obtained, and that all teachers of the subject matter be married. Parenting Education is one of program emphases mentioned in Subpart 5, but single sex Vocational Education classes are illegal. Obtaining parental permission, and requiring that teachers be married make responding to this part of the law most difficult.

Outreach, we were told, is most effective when it occurs near where participants live and/or congregate. Yet one state prohibits the use of state or federal money to pay rent on a community facility, and will not allow the installation of equipment in property not owned by the Board of Education. Another state not only requires that federal and state money go only to public education institutions, but that equipment meant for public schools not be utilized by groups other than students officially enrolled. These laws effectively hamper outreach, or cause outreach programs to use all portable equipment and depend on the largesse of the community for donated space. An inhibiting law such as this one does not necessarily block outreach--it just makes it harder to "encourage" it.

The Status of C&HE Programs in 1976

A major determinant of how responsive state goals are likely to be is how responsive that state's programs already are. To remain responsive, those programs need only be maintained--a relatively uncomplicated and inexpensive goal.

In 1976, in eight out of the ten states, the bulk of C&HE students were enrolled in preparatory programs at the secondary level. Theoretically, the strength of the secondary programs would leave states free to focus their energy and resouces on other areas, such as outreach programs. However, this has not always been the case, for two reasons. First, most C&HE professionals in these states work at the secondary level. They can be an influential force for continuing to place resources at that level, to maintain and improve existing programs. Second, there is an already established relationship between the state agency and the secondary level delivery system; to accomplish a major shift in emphasis to other levels would require either building linkages with other delivery systems or establishing new delivery systems. In addition, such a shift might require the rechanneling of funds away from local secondary programs. Furthermore, it is worth remembering that the legislation encourages increased outreach programs, but does not require a major policy shift.

It is not surprising that states which had a "running start" with expensive outreach programs had less trouble responding to the 1976 legislation than those that did not. The only states with well developed outreach programs are those states which have been operating these programs since 1968, or even for several decades.

Many states which did not enjoy a "running start" in 1976 have mounted small outreach programs since then. In one of those states outreach occurs primarily out of vocational technical schools, which did not even incorporate C&HE until the early 1970s. Since then the program has grown to serve not only special populations in community settings but the regular enrollment of the vocational technical schools as well. Mobile vans have been put to excellent use in rural areas, reaching people who have no regular gathering place and are unlikely to come to a school.

A statewide commitment to sex equity--set prior to 1976--also increases the likelihood that state goals will reflect the 1976 legislation. Compare, for example, a state which only in 1972 permitted males as "eligible members" of comprehensive Home Economics classes (H.E. I-III); teachers in that state were assigned on the basis of enrollment, and comprehensive homemaking classes in 1972 comprised 49% of total enrollments.* Therefore, while males who took specialized classes could be added to the tally and qualify the school for another homemaking teacher, they "did not count"--could not contribute to program growth--in Comprehensive classes. This hardly amounts to a running start on "encouraging the elimination of sex stereotyping." While the state has made significant efforts, the legacy of the eligibility rule has called for a reorientation on the part of teachers. At the other extreme is the state in which the State Director of Vocational Education, in response to 1971 state vocational education legislation, established the Committee on Educational Opportunity. When Title IX came along, the committee altered name and function, but not personnel. With the Educational Amendments of 1976, the same committee became the Sex Equity Advisory Council. The result is longitudinal data on equal opportunity in all of vocational education, sophisticated graphic presentations, administrative support, and public recognition. The approach to equity is broad-based, not limited to sex but including race, disability and age--a less duplicative approach which requires less time (and hence less resentment) on the part of local administrators. The duration of the enterprise has allowed the state to develop management tools which not only assess and evaluate, but provide genuine technical assistance that helps local programs make changes.

We have discussed those factors at the state level which place limitations on the amount of change state leadership might hope to achieve. We have said before that it is in the states best interest to select goals that are realistically achievable on the local level, and to allow sufficient time for change to be absorbed at the local level. In the aggregate then, state goals for C&HE are likely to reflect a concern with improving ongoing secondary programs, increasing male enrollment and emphasis on subject areas cited in the legislation. To a lesser extent, in those states without already developed outreach programs, goals are apt to reflect small and incremental efforts to increase them. Finally, in those states with already developed outreach programs, goals are likely to reflect an intention to maintain and broaden these programs.

---

*as reported to OVAE, 1972.

III. AT THE LOCAL LEVEL

In the states studied, local autonomy is the rule.* Administrators in a state in which 90 percent of support for local schools comes from local coffers, tell us that if acceptance of state or federal money required change not to their liking, LEAs would simply reject the money. Principals tell us that high schools are for high school kids, that educators ought not to be social workers, and that the job of the local schools is to serve the community--not to change it.

How, then, are local administrators persuaded? How are they convinced that C&HE ought to move beyond "cooking and sewing"-when cooking and sewing seems to them the familiar niche of home economics? In the course of field work several methods which have been used to facilitate change on the local level were identified. Because in all states, change in some aspect of the program is required to increase correspondence with federal priorities, these methods are central to understanding the field's response to the legislation. These methods include:

---

* There is one exception, a state in which Vocational Education has been centrally controlled, but which now is undergoing rapid decentralization.

- Integration of C&HE within Vocational Education
- Actions of the C&HE professional network
  - program standards
  - inservice training
  - curriculum development

METHODS USED BY STATES TO IMPLEMENT THE LAW

Integration of C&HE within Vocational Education

On the level of state administration, it is helpful if persons in addition to the State Supervisor for Home Economics are very familiar with the contemporary mission of C&HE. Although the mandated management practices do not relate directly to C&HE, the organization of the state Vocational Education agency can promote this familiarity. When departments are arranged by function, that is, one individual has across-the-board responsibility for the same aspects of all programs, coordination and dialogue between C & HE and other disciplines is necessary, and C & HE is more fully integrated into the total program.

In many states, local districts must submit yearly applications to the state agency, in the form of local Vocational Education plans. When the plan for the C&HE program is submitted as part of the whole Vocational Education plan, local administrators responsible for developing them become familiar with the contemporary mission of C&HE, and with the state's requirements for C&HE programs.

The mandated 5-year cycle of program evaluation can be a good opportunity for non-home economists to gain a more contemporary understanding of C&HE. When review committees are generic--as they were in six of the states visited*--follow-up is generally done by the State Supervisor (or staff), sometimes the sex equity coordinator, and evidence of action taken to respond to recommendations is a required addendum to local plans, when states use them.

Actions of the State C & HE Professional Network

Earlier in the chapter we noted the central role played by the C&HE State Supervisor in determining goals for C&HE in each state. Her position is pivotal in the process of implementing those goals on the local level. As a leader within the State C & HE professional network, and as an administrator within the state agency, she can prompt change in many parts of the system at once. She has at her disposal several traditional avenues of influence over local program activities. These include: program standards; inservice training; and curriculum development. This is not to reject the notion that what actually occurs on the program level is largely a function of local decision-making. However, state C&HE leadership can and does exercise considerable influence over that decision-making process.

Program Standards

Most states issue program standards which define the purposes and requirements of vocationally approved C&HE programs. They are addressed to both local administrators (required years of C&HE programming, adequacy of facilities, teacher qualifications) and to classroom teachers (required program content). Standards are usually developed by the State Supervisor in collaboration with teacher educators, teachers and state vocational education administrators. Program standards are usually flexible enough to accommodate the variety of school districts within the state, and frequently offer administrators and teachers a number of choices of program structure and content.

---

* In the remaining 4, C&HE state staff alone evaluate C&HE programs in 2, while no formal review of C&HE (except through technical assistance and fiscal audits) exists in the other 2.

The State Board of Vocational Education must approve program standards, as in most cases the receipt of federal or state funds is contingent upon adherence to the standards. Often, program standards are included in the five year and annual state plans.

Program standards then, serve as the state's policy foundation for C&HE programs. In addressing the structure and content of C&HE programs, standards exhibit a broad range of specificity. Some offer a statement of purpose, often quoting or paraphrasing Subpart 5, without defining a particular program structure. Most, however, include a framework for preparatory programs to ensure that all six C&HE program areas are taught. This framework may be quite general, noting only course titles, or it may be quite prescriptive about course content and emphasis.

Seven of the ten states define a framework for C&HE programs at the secondary level. Four of the states require secondary schools to offer three years of Consumer and Homemaking programming, three require only two. Six states require that programs begin with a year of Comprehensive Homemaking which incorporates all six areas of homemaking education. While this course includes a separate unit on Consumer Education, most specify that Consumer Education ought to be incorporated in all subject areas. One state places a limit on the amount of time, within the Comprehensive Homemaking class, that can be spent on Food Preparation and Clothing Construction.

The states differ as to their requirements for subsequent years of the C&HE program. Two require a second year of Comprehensive Homemaking for students who have taken the prerequisite first year. Two states require that "special interest" classes be offered to sophomores, juniors. and seniors, whether or not they had taken Comprehensive Homemaking. The remaining three states allow schools to choose between the two approaches. Special interest classes are semester (or quarter) long courses in one of the six subject areas of Home Economics. Four states specify the types of special interest courses allowed; of these, two prescribe the content of the courses, clearly requiring that the concepts emphasized in the federal legislation be the focus of the special interest courses. For example, one state specified the concepts to be included in such courses as "Children and Parenting" and "Management of Personal and Family Resources." Teachers may not offer advanced special interest courses, such as tailoring, unless they receive special approval from the State Supervisor.

Program Standards typically address the constraints of small departments by suggesting that special interest classes alternate--offering Foods and Nutrition and Housing one semester, Child Development and Consumer Education the next. One state specifies that, if only two special interest courses can be offered each semester, that they be two different courses, in order to discourage teachers from offering the combination of Foods and Clothing more than one semester is a row. While all states discouraged crafts-oriented special interest courses, the program standards in one state specifically forbid them.

Two states require secondary programs to offer a comprehensive course for juniors or seniors, although similar courses are offered in schools in all ten states. This comprehensive class is without prerequisite, and while it encompasses all 6 subject areas of homemaking education, it is specifically geared toward the preparation of older students for independent living. As such, these courses place particular emphasis on consumer education, family relationships, selection and maintenance of living environments, and the responsibilities of parenthood. These courses are designed to provide exposure to the occupation of homemaking to 18-year olds, who would otherwise have to enroll in the Comprehensive Homemaking course with 14 year old freshmen. In the Preparation for Adulthood, Adult Living or Independent Living classes, curriculum is designed to be age-appropriate.

Most program standards include specifications about the integration of FHA activities into the classroom. Some include a requirement for Home Experience projects, done by students at home and monitored by teachers. In addition, program standards most often make specific mention of the role to be played by local advisory committees and to the conduct by teachers of community needs assessments.

Inservice Training

Inservice training can be an effective means of influencing local programs. Newsletters developed by the state staff can be informative to teachers, but do not allow for discussion. Individual consultation between teachers and state staff helps to reinforce or prompt innovation, but often takes more staff time than is available. Inservice may be sponsored either by the state agency, or by the state vocational home economics teachers association. In addition, home economics teachers often attend district level inservice programs in, for example, bilingual instruction. One state even has an independent group--an interdisciplinary consortium of home economics, social studies, and business teachers which shares resources and strategies for teaching consumer skills to secondary students.

In the main, though, C&HE classroom teachers look to the state sponsored inservice program for support and direction. This is especially true in rural areas where one-teacher departments are the norm, and teachers try to innovate without the support of colleagues. One rural state we visited did not fund a Home Economics inservice meeting in 1979, as the money was needed to fund seminars on the new reimbursement formula for all of Vocational Education. Every teacher interviewed in that state spoke of feeling more isolated in the absence of the yearly meeting. In 1980, the inservice meeting was funded.

Most often, annual inservice conferences are state sponsored; their agendas,a product of collaboration between the State Supervisor, state staff, and teacher educators. Agendas may revolve around a new state curriculum, a specific state program goal, or may be general in order to address a broad range of interests and specialities. An analysis of inservice agendas was performed to determine if states use this path of influence in a manner likely to prompt responsiveness on the local level. The analysis was conducted on the agendas of annual state-sponsored inservice conferences conducted in 1979 in seven of the ten states studied.*

The goal of the analysis was to depict the focus of professional development activities by C&HE in 1979. Agendas were analyzed and counted, after subtracting general business meetings and plenary sessions. The total remaining sessions for 1979 is 192. Subtracting those sessions devoted to gainful (occupational) Home Economics (35), and those addressing generic teaching techniques (36)* the total number of sessions submitted to analysis was 121, or 68% of the total number of substantive sessions. Sessions were grouped according to area of concern, and counted. The following decisions were made in the counting:

---

* One state did not conduct state inservice training in 1979. Two others use a decentralized, regional model of inservice training; the agendas of these two were not suitable for aggregate study.

- When a session was repeated, for example on Tuesday morning and Wednesday afternoon, it was counted twice. Repeating a session was considered a measure of emphasis as more teachers were exposed; therefore, to count that session only once would lead to incorrect conclusions.
- If one area of concern was treated in more than one session, for example, Part I and Part II, each session was counted separately for reasons similar to those stated above.
- If a special population was mentioned in conjunction with a skill, the session was counted under the special population--because it placed a specific focus on generic subject matter.
- Although foods preparation and nutrition education are joined in the classroom, they were treated separately in this analysis to more accurately reflect the focus of the sessions. The same is true of energy education within Housing and Home Management.

The distribution of the 121 sessions across specific areas of concern is shown in Table 2-1.

Figure 2-1 compares that distribution with the distribution of student enrollments in each subject area for the year preceding the inservice training sessions. Perhaps the most striking feature of this distribution is that the two subject matter areas which enrolled the largest number of students in 1979--foods and clothing--are areas of concern which are the focus of the smallest number of inservice training sessions (3% and 2%, respectively). Therefore, it appears that inservice training is used by states to prompt change on the local level.

---

* These include sessions on: home visitation; use of the metric system; Reality Therapy, Transactional Analysis, and Assertiveness Training.

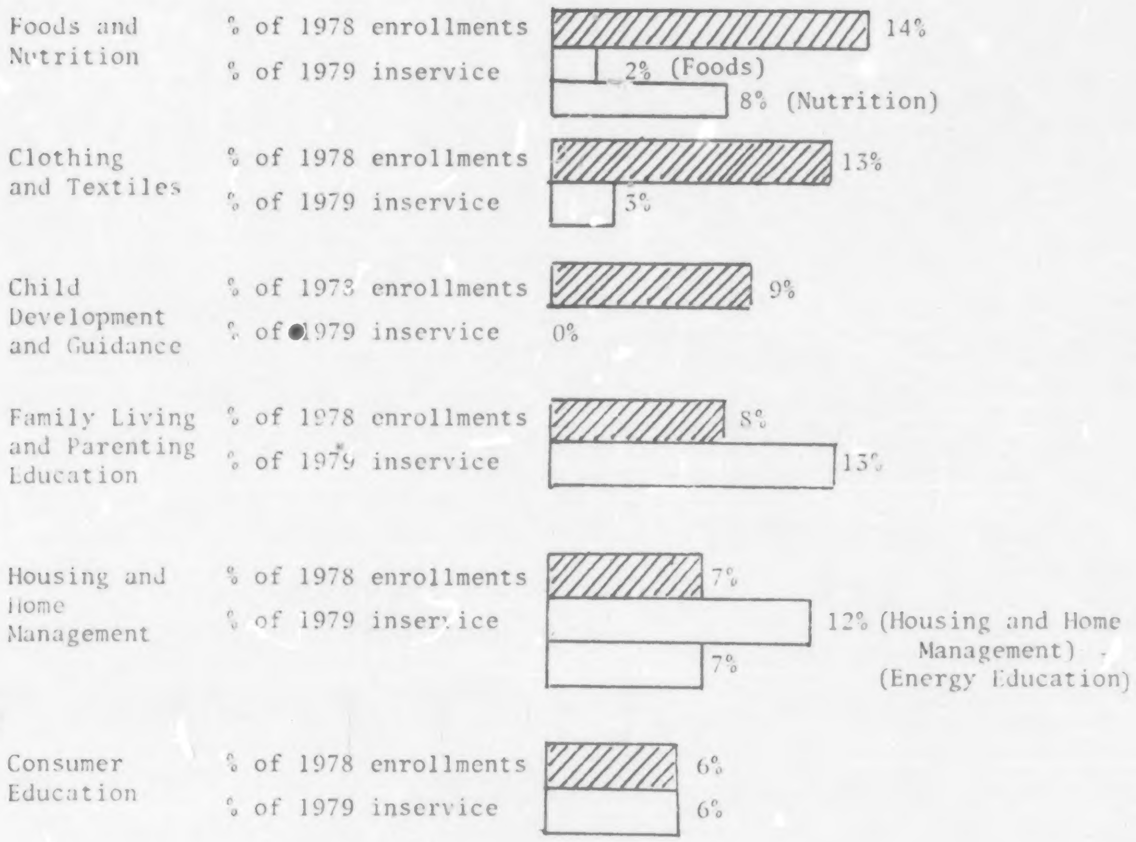
Table 2-1

Distribution of Sessions at 1979 Annual Inservice Training Conferences by Area of Concern, Seven States

Area of Concern	Percentage of Sessions Devoted to Area of Concern
Service to Special Populations (Students with special needs, mainstreaming the handicapped, adult learners, working with community social service agencies, Displaced Homemakers)	17%
Program Development and Coordination (Working with Advisory Committees, conducting program evaluation and needs assessment, developing local program plans, responding to state management information systems)	15%
Parenting Education (Child Abuse, Teenage Pregnancy and Parenthood)	13%
Housing and Home Management	12%
Nutrition Education	8%
Energy Education	7%
Family Living	7%
Consumer Education	6%
Sex Stereotyping and Boys in the Classroom	5%
Future Homemakers of America	4%
Clothing and Textiles	3%
Food Preparation	2%
Total	100%

87

Figure 2-1: Comparison, by subject area, of percentage of 1978 enrollment (in ten states) to percent of 1979 inservice training sessions (in seven states)



Curriculum Development

State-developed curriculum guides provide an excellent opportunity for state leadership to foster innovation on the local program level. In most cases, use of the materials is suggested but optional; states encourage their adaption by classroom teachers in order to meet local needs. Still, the tenor and philosophy embodied in the curriculum guides have the potential to increase responsiveness of local programs.

Several states use the development and field testing of curriculum materials as a form of inservice. One state works with a locally-based network of some 30 "study groups" across the state in the planning, writing, testing and revising stages of curriclum development. One state supervisor shared her strategy for using curriculum development as inservice: she deliberately selects the less forward thinking teachers to work on curriculum guide development, prompting their professional growth through their contribution.

In most states, teachers of adults use secondary curriculum only for broad suggestions of the content of adult classes. In general, they prefer to mold program content around the needs of the populations they serve, which tend to be quite specialized and ideosyncratic. However, three of the states we visited provide specific curriculum materials to teachers of adults: a specialized guide in consumer education for low-income families; handbook-like materials on how to get a program started, publicized, accepted; rough outlines for specific adult courses, with special populations. In the main, teachers of adults would prefer to have the time and money to create their own guides. Generally, teachers of adults are very familiar with the needs of their students and can produce sufficient materials in fairly short order with a small amount of money. The vast majority of curriculum materials produced by states receive their heaviest usage in the secondary schools.

Subpart 5 includes the following, regarding this path of influence over local programs:

> (C&HE) is to)..."encourage the elimination of sex stereotyping by promoting the development of curriculum materials which deal with:
>
> 1) increased numbers of women working outside the home;
>
> 2) increased numbers of men assuming homemaking responsibilities;
>
> 3) changing career patterns of men and women; and
>
> 4) appropriate Federal and state laws relating to equal opportunity in education and employment.

State Curriculum Guides and Sex Equity

To illustrate how state leadership can influence local programs through state curriculum guides, we looked closely at the guides generated by nine states. An analysis was performed to determine the extent to which these guides acted to reinforce one specific federal priority: the reduction of sex stereotyping. The guides were examined on two levels:

1) in terms of their manifest content--that is, the gender neutrality of their language, and the frequency with which they discuss the concepts of combined role of wage earner, men working in the home and women outside it, and the laws which ensure sex fairness.

2) in terms of their latent content--that is, when guides offer examples, suggested exercises, or scenarios are they sexually stereotyping? Do they belie the sex-neutral language?

The curriculum materials designed by one state deserve special mention. A guide for a comprehensive, non-laboratory course in Adult Living not only is sex-neutral, but is replete with refreshing challenges to stereotyped images. For example:

- An exercise in the Family Relations unit about Jane "at the end of her first year of law school";
- In Home Management, one about a dialogue between two men discussing their grocery shopping habits;
- The cards in a monopoly-like game suggested for the Housing unit read "Charlie or Charlene..Henrietta or Henry...Joe or Josephine";
- The Parenting Unit includes a list of one-parent families and features a divorced father with children;
- Consumer Education suggests a group discussion about the decision by the wife to take a better job and the couple's resultant commuter marriage;
- In a general section on careers, the guide features a reference letter for a female riveter written by a female foreman.

The remainder of the guides fall somewhat short of this one and will be discussed in the aggregate. Not only did the tenor of the guides vary by state, but within the same state, guides varied by subject. This is likely a function of their development by different groups in consultation with state supervisors, at different times. Analysis revealed that with a few scattered exceptions, care had been taken to render all pronouns sex-neutral. Therefore, in terms of the manifest content, the guides have the potential to reduce sex-stereotyping in the classroom. However, the latent content of the guides often reinforces sex stereotyping, by suggesting learning activities which conform to traditional sex role differentiation. The following pages offer illustrations of how suggested learning activities--the latent content of guides--do and do not promote the reduction of sex stereotyping in the classroom. The analyses focus on three areas:

- The changing career patterns of men and women/the combined role of homemaker and wage earner
    - Women working outside the home
    - Men working inside the home

- Sex stereotyping in the classroom
    - Increasing the comfort of males in C&HE
    - Broadening the repetoire of homemaking skills
    - Increasing communication and understanding between the sexes.
- Laws that relate to equal opportunity in education and employment.

A. The Changing Career Patterns of Men and Women/The Combined Role of Homemaker and Wage Earner

1. Women working outside the home

The curriculum guides, as a group, vary in the degree to which they reflect a whole-hearted acceptance of changing sex roles. While some offer a matter-of-fact discussion of working women, others maintain the stereotype of male as wage-earner or women in menial jobs, or view a working women as a potential family problem.

For example, the matter-of-fact discussion:

> ...in a Family Living Guide, a suggested hypothetical speaks of a women whose principal objective may not be marriage and motherhood, and is trying to resist the pressure she feels from society;
>
> ...in a Child Development Guide, a suggestion is made for students to list and compare typical time responsibilities of non-working and working mothers, and to discuss task sharing at home;
>
> ...in a Clothing and Textiles Guides, a suggestion for the class to discuss the need for the working women to modify her wardrobe.

On the other hand, and often in the same guide, when occupations of women are mentioned, they tend to conform to sexual stereotyping, for example:

> ...in a Home Management Guide, a suggestion that students interview a number of persons--a full-time homemaker, a homemaker/wage earner, and the husband of a homemaker; (emphasis added)

> ...in a Foods and Nutrition Guide, in the unit of careers, a Food Service Manager is referred to as him; a principal part of his job is cited as "supervising the waitresses."

> ...in a Consumer Education Guide, in the unit on food buying, the subject is modifying menus for special occasions and the example given is "celebrating your husband's promotion."

Or, the dual responsibilities of the working mother in families where both parents work are seen as less 50% wage earner and 50% homemaker, and more 50% wage earner and 100% homemaker. The working mother is seen as a potential threat to the well-being of the family; she must overcompensate to avoid creating family problems. For example:

> ...in a Home Management Guide, a suggestion for a group discussion in which students "identify contemporary problems of families, such as teenage marriage, divorce, working mothers and teenagers, drugs, and communal living."

> ...in a Parenting Guide, a suggestion to discuss "parenting problems when mother is working."

> ...in a Home Management Guide, the following hypothetical is included for class discussion: A homemaker learns when she returns home from work that her husband needs to attend a meeting in one hour. The menu she had planned requires more than an hour to prepare. What should she do? The class is to be assigned to revise the menu to meet the time.

2. Men Working in the Home

Men have always worked in the home, if usually only in home maintenance and outdoor activities. However, in order to facilitate a dual role of homemaker/wage earner for the female, he must expand his battery of homemaking skills. This is another dimension along which the curriculum guides seem to vary.

On the one hand, some guides may include sex-neutral language, but their examples subtly reinforce a division of labor along gender lines. For example:

> ...in a Clothing and Textiles Guide, a role play is suggested to show the "ways in which the clothing of family members may influence their approval by the community." Students are asked to consider suitable attire for "Father's dress at work, at the backyard barbeque, or on the golf course."

> ...in a Family Living Guide, reciprocal arrangements between households is illustrated by the following examples, "Mrs. Jones makes curtains for Mrs. Smith, while Mrs. Smith's husband repairs Mrs. Jones' washing machine."

On the other hand, in several instances greater sharing of household tasks, especially those related to care of children, was stressed. For example:

> ...in a Parenting Guide, a unit contains the notion that father ought to take an active role in the preparations of pregnancy. A role play involving Mother, Father and baby on the first day home from the hospital is suggested.
>
> ...in a Family Living Guide, it is suggested that students interview couples to see how much time each spends with their children.

Some curriculum guides are also responding to the gradual shift of societal values away from mother being solely responsible for the well-being of the family, and are recognizing the erosion of the masculine self-image as a function of division of labor in the household. For example:

> ...in a Child Development Guide, in its section on management, a role play is suggested in which mother or father are interviewing a person to care for a child in their home. (emphasis added).
>
> ...in a Family Living Guide, teachers are urged to discuss with students "societal changes which are requiring families to make adjustments in their lives in an effort to maintain a healthy home environment for family members." (emphasis added)
>
> ...in a Housing and Home Furnishings Guide, teachers are provided with a provocative discussion question for students to analyze: "A man who is sure of his masculinity is more likely to cook, wash dishes, and change a baby's diaper than a man who is insecure about his masculine image."

B. Sexual Stereotyping in the Classroom

1. Increasing the Comfort of Males in C&HE

Many guides promote consideration of the presence of males in the classroom by simply giving them equal time. For example:

> ...in a Clothing and Textile Guide, the teacher is urged to invite buyers from *boys and girls* retail fashion departments to discuss wardrobe coordination. Field trips to *men's and women's* clothing stores is also recommended. (emphasis added)

> ...in a Family Living Guide, a unit on human development includes discussions of "A boy and his physique" as well as "A girl and her figure."

Or, guides may encourage classroom activities that are essentially sex-neutral or activities that appeal especially to boys, such as:

> ...in a Clothing and Textile Guide, it is recommended that the teacher "invite a Boy Scout leader, a science club leader or outdoor survival training expert to discuss dressing for outdoor and water survival."

> ...in a Clothing and Textile Guide, suggested projects include "a chef's apron, a tote bag, a back pack, or a shirt."

On the other hand, some of the guides we reviewed contained elements that would, if employed in the classroom, certainly makes males feel quite unwelcome. For example:

> ...in a Clothing and Textile Guide, students are to "work in groups to determine how to put on girdles, bras, slips and hosiery." They then are to learn how to remove them.

> ...in a Home Management Guide, it is suggested that students apply the principles of work simplification to a task of personal care, such as washing and styling hair, manicuring nails or putting on make-up.

Or, guides may suggest activities which, in their wording, would be more suitable for a "girls-only" homemaking class. For example:

> ...in a Family Living Guide, students are to "brainstorm ways to extend dating privileges, for example, getting permission to date older boys."

> ...in a Clothing and Textile Guide, students are to "select a sample wardrobe for the typical school-girl and her activities."

2. Broadening the Repetoire of Homemaking Skills

Curriculum guides not only have the potential to promote activities which make boys comfortable, but they can suggest activities which expand upon what is traditionally considered the "feminine" aspects of homemaking. For example:

> ...in a Clothing and Textile Guide, the teacher is urged to treat the equipment as machinery, stressing maintenance and home repair.
>
> ...in a Housing and Home Furnishings Guide, not only are design elements covered but also construction and floor plans, lighting, plumbing, heating and cooling.

On the other hand, some guides reinforce stereotypically female skills and predilections, such as:

> ...in a Clothing and Textile Guide, a unit on creative stitchery, specifically needlecraft, is suggested.
>
> ...in a Clothing and Textile Guide, in the unit on resource management, the following comparison is offered: "Mary, a high school senior is saving her allowance for a new outfit. Jerry, a high school freshman, is saving his money to attend technical school." (emphasis added)

3. Increasing Communication and Understanding Between the Sexes

Guides can also suggest ways in which teachers can use classroom discussions to reduce the stereotyped beliefs and attitudes of the students enrolled in their classes. For example:

> ...in a Parenting Guide, "Free to Be You and Me," a film on non-sexist childrearing is suggested for use as an aid to discussion.
>
> ...in a Family Living Guide, teachers are prompted to involve their students in an effort to distinguish between "physiological and culturally-determined roles."
>
> ...in a Clothing and Textiles Guide, it is recommended that changes in clothing styles of both sexes have resulted from the changing roles of men and women in society.

On the other hand, some classroom activities suggested in the Guides would do little to undermine sex stereotyping in the minds of students. For example:

> ...in a Clothing and Textile Guide, a skit entitled "Miss Wrong" is suggested. In it girls are to put on a fashion show, dressed in various fad clothing, for "a panel of teenaged boys." The boys are to "give their reactions to the current fads in clothes for girls."

...in a Clothing and Textile Guides, it is suggested that, once students acquire clothing skills, they are to teach them to Brownies or Campfire Girls.

C. Laws that Relate to Equal Opportunity in Education and Employment

It is striking that we did not find, in all the guides we reviewed, a single mention of "appropriate Federal and state laws relating to equal opportunity in education and employment." We did find: a 1959 labor law cited in reference to working teenagers; a suggestion for teachers to research government publications to obtain information on new laws concerning credit; references to consumer protection laws cited under the rights of consumers. But nowhere did we find mention of, for example, Title IX of the Education Amendments of 1972, or Title VII of the Civil Rights Act of 1964.

It should be pointed out that a number of states have produced separate materials on sex equity issues. They are research products used in training and no doubt have been of significant value to the classroom teachers they have touched. This analysis, however, is restricted to those materials developed at the state level which teachers use, day-to-day, in the classroom.

One could argue that some of our requirements--making males more comfortable, a whole-hearted acceptance of working women, and increasing communication between the sexes--are too lofty. Curriculum materials ought to reflect the real world, and the real world is far from the ideal in which men share 50/50 in household tasks and high school students are free from sexually stereotyped thinking. We take the position, however, that the content of curriculum guides, in that teachers use them selectively, is appreciably diluted before it appears in the classroom. Therefore, if the language and examples presented in the often federally-funded guides are to have the effect desired by the federal government (to help reduce sex stereotyping), they must start out fairly heavy-handed. There are excellent examples, many of which were cited, in the curriculum guides reviewed. However, the field is still in transition from a sexually segregated discipline to a coeducational one. The awkwardness of such a period is revealed in discrepancy between carefully chosen pronouns and gender-specific examples. Interviews with C & HE teachers indicate that these guides receive wide usage in the classroom. As written, most state-developed guides examined do not assist classroom teachers to design C & HE programs free of sex stereotypes.

The previous section has outlined some of the methods used by state to implement the law. Some of these are part of the state agencies' overall efforts to administer the entire vocational education enterprise; these include local plans, programs evaluations, and the way states choose to organize their personnel. Others are paths of influence available to the state supervisor as a leader within the home economics professional network; these include program standards, inservice training and curriculum guide development.

Local Receptivity to Change

The best efforts of a state agency may not be sufficient to increase responsiveness on the local level. Local resistance to change can stymie the most determined state leadership. In order for local programs to change, they must first continue to exist. If secondary programs do not attend to the local attitudes as well as local needs, students will not sign-up. If adult programs do not meet local expectations no one will enroll. Therefore, the final leg of implementation at the local level is crucial in determining responsiveness.

In one state, the vocabulary of "dual role"..."combined role" is downplayed to accommodate the values of a dominant ethnic group there. That group resists the notion of women leaving the home to help support the family--even though in reality this has been the norm for some time. Programs go on as before, preparing both boys and girls, but language used by teachers is sensitive to this cultural pattern and belief system.

The legislation prompts an emphasis on Parenthood Education, and states have tried to respond. However, Parenthood Education usually encompasses a unit on Sex Education--often a divisive issue on the local level. Frequently, if anyone is allowed to teach sex education in the schools, it is the home economics teacher because she is sufficiently trusted by the community. Sometimes the term Parenthood Education provides just enough subterfuge to allow district administrators to support a potentially controversial program, perhaps requiring that the written materials on contraception and reproduction be "made available" to students but omitted from formal instruction. In other cases, active opposition may not be mounted, but enrollment may drop through self-selection by, for example, students of an orthodox religious persuasion.

Successful parenting classes are a function of the district's response to its sexually active teens. For example, a specialized program to address the problem of teenage pregnancy exists in a state which only allowed pregnant teens to remain in the regular school program as recently as 1975. To date, most schools comply with the 1975 ruling but some still equivocate, offering the pregnant student options such as completing her work at home, or attending a special program. When RFPs were issued to school districts for categorical funding of a parenting program, a chief criterion for funding was the district's practices regarding pregnant students. The state supervisor rightly assumed that a specialized program such as this one would be wasted in a district which did not actively encourage its pregnant teenagers to stay in school.

Secondary Programs

In high schools, C&HE is almost always an elective subject. High school administrators, especially in these times of fiscal austerity, often use student sign-up as a measure of what electives ought to be offered. Course popularity means survival. Change is not always popular--it has been said that the most conservative element within the school system is the student body.

This is especially apparent when local programs attempt to recruit males into C&HE. Peer pressure is an inhibiting factor in C&HE efforts to increase male enrollments. Even structural details of registration have an impact--for example, in one school registration shifted from a procedure done in homeroom to an open arena system in the gymnasium. Male enrollments dropped significantly that year, and teachers are convinced that peer pressure prevented many boys from enrolling. Typically, male enrollments dropped when all-boys classes in, e.g., "Bachelor Living" became co-ed. Principals protest that "Powderpuff Mechanics" and "Bachelor Living" increase cross-over by reducing the intimidation factor; others argue that they merely perpetuate sex stereotyping.

Certain religious and ethnic groups have difficulty accepting the concept of the "dual role of homemaker and wage earner." To them, the roles are not combined but split along gender lines, with the women in the home. One state supervisor, rather than fight the dominant religious ethnic in her state, approached the leaders of the church with the argument that the unmarried young men--required to do two years of solo missionary work--needed basic homemaking skills as a matter of survival.

Adult Programs

Reducing sex stereotyping implies the need for co-educational classes. Yet in many of the special populations served by adult classes, females dominate--for example, single parents, the elderly, out-of-school teenaged parents. Efforts to eliminate sex stereotyping would threaten members of these groups, and programs would lose the enrollments they have worked so hard to recruit. Consequently, they quite appropriately view these two goals--increased outreach and sex fairness--as not immediately related.

It should be obvious that a district wherein 1/3 of the population is over 65 years of age will offer little resistance to increased C&HE outreach programs for the elderly. In such a district, it should be easy for outreach programs to focus on the needs of the elderly-chief among them nutrition education and consumer education. In fact, programs for the elderly in that district are extensive; however, the elderly do not always feel a need for nutrition and consumer education. C&HE staff there tell us that first, many elderly people are not interested in eating, much less nutrition; second, as so many of their needs are taken care of by social agencies--housing, income, one good meal a day at congregate dining sites--consumer education is of no particular interest to them, either. Seniors--as well as other adult populations--are not a captive audience and will not attend classes which have little appeal. Unfortunately, seniors are generally interested in crafts-a program offering the profession is trying to avoid. The dilemma is sometimes solved by enticing seniors to enroll in a course labelled perhaps, "Leisure-time Activities," while inserting mini-lessons on consumer and nutrition education. The problem for C&HE program providers then becomes how to convince others that the program is not really a crafts program.

These examples illustrate how state leadership, in seeking to promote greater responsiveness on the local level, must be sensitive to local attitudes. The ability of the state education agency to implement change on the local level is enhanced or inhibited by the local receptivity to whatever change is suggested.

Local Advisory Councils

The advisory groups which approve local plans or applications for funds have a responsibility under most state guidelines to review the local C&HE program to ensure that it reflects local needs. In practice, the review may be pro forma, or advisory committees may take an active role in shaping the program. Usually, the function of advisory committees lies in between--to provide teachers with suggestions, feedback, and support for program changes. Where programs changes may involve sensitive issues, such as sex education, advisory groups often serve an important public relations function, lobbying within the community for support.

There is no generalizable profile of local advisory councils. They exist:

- Per program, usually the model followed by adult outreach programs;
- Area-wide, encompassing several districts' useful and gainful home economics programs;
- School-based, either for all of Vocational Education, or specifically service the C&HE program:
- District-wide serving all of Vocational Education, with a subcommittee for C&HE; and
- District-wide, solely for the C&HE program.

Typically, the people who serve on secondary level C&HE advisory committees are homemakers, local business persons, clergy, health and child care professionals, home economists, and sometimes local school administrators. The membership of advisory committees attached to adult outreach program generally includes representatives from social service agencies in the area. The Regulations specify only that each local education agency which accepts federal money must "establish a local advisory council...to provide advice on job needs and relevancy of courses to those needs." When local advisory groups address either all of Vocational Education or all of Home Economics, the unique concerns of C&HE may be lost as the bulk of attention is on employment issues.

Much of the state effort to prompt change on the local level--for example, inservice and state curriculum guides--is directed at teachers. Whether teachers are able to change their program depends on the teachers' values and resources, the support from administrators, the support and suggestions of advisory committee members, and the expectations and desires of parents and students. While there are teachers who would rather focus on the wedding than the likely stresses of marriage, or the techniques of entertaining rather than on ways of managing resources, for the most part, the leadership of the field does not reward that focus. The leadership does encourage sensitivity to local needs, and emphasizes the value of homemaking skills for people who have limited resources. Sometimes, however, the expectations of both students and school staff is that C&HE is "stitching and stewing," and efforts to change can be thwarted.

Typically, the C&HE teacher's way of accommodating these two "visions" of C&HE is to do both. Food preparation and clothing construction are fun, interesting and rewarding and are often more attractive to students in both school and outreach settings. Teaching good nutrition in an empty room does no one any good; a lesson on making snacks that are nutritious to a classroom full of teenagers does. In an era of shrinking enrollments, this sort of strategy is often chosen over changing an entire program.

CHAPTER 3

CHANGE AT THE LOCAL LEVEL: THE EFFECTS OF THE LEGISLATION

The purpose of this chapter is to describe the changes in C&HE programs at the local level between 1972 and 1978 or 1979; here, the camera is focused on the finish line. Change in the direction of the federal priorities signals responsive behavior.

Until 1979, the Office of Vocational and Adult Education of the Department of Education (formerly the Bureau of Occupational and Adult Education) collected Vocational Education enrollment data from every state annually. Beginning in 1979, that responsibility was transferred to the National Center for Education Statistics. That year, the Vocational Education Data System (VEDS), mandated by Congress in P.L. 94-482, became operational. In order to gain a longitudinal view of C&HE enrollments, this study has relied on the OVAE data for 1972, 1974, 1977 and 1978. Prior to analysis, the OVAE data were submitted for verification to the individual in each of the ten states responsible for compiling enrollment statistics. At their suggestion, inaccurate figures were corrected. On occasion, additional data were gathered at the state level. In September, 1980, preliminary data from VEDS for the 1979 school year became available, and have been used in this analysis. VEDS 1979 enrollment data by sex and by subject area, however, are incomplete for the ten study states. Therefore, the longitudinal analysis of these two areas extends through 1978 only.*

Federal and state personnel responsible for submitting and tallying state and national level student enrollment data pointed to potential problems with this data base during interviews. For example, counting procedures are not consistent in all states, and have changed over time While OVAE and VEDS forms for these years request non-duplicated counts, in some cases, duplicated counts have been submitted and tallied. Throughout this chapter, therefore, these data have been used only to indicate trends, and have not been used to make fine-grained distinctions between enrollments from one year to the next.

---

* A full discussion of the data collected at the federal level is included in the Appendix.

In some aspects of data analysis, patterns in each of the five core states resembled one another, and were dissimilar from the patterns found in the remaining five less urban states. Where this occured, data are presented for the two groups within the ten states studied--core and other. The core states are California, Florida, Illinois, New York and Texas--states with large vocational enrollments and densely populated urban centers. The set of less densely populated, more rural states includes Georgia, Idaho, Maine, Nebraska and West Virginia.

I. NATIONAL EDUCATION TRENDS AND CONSUMER AND HOMEMAKING EDUCATION

Between 1972 and 1978, enrollment in all educational institutions--elementary, high school, and higher education-declined by 1.8%. A decrease in elementary school enrollments in the period accounts for the decline; high school enrollments increased 2.7% and higher education enrollments increased by 22%. While short term adult enrollments are not included in these figures, the participation of adults in education increased in the U.S. during this period.[11]

As educators throughout the country are well aware, the population decline which so strongly affected elementary school enrollments throughout the 1970s, began to affect the high schools in 1977. High school enrollments are expected to decline slowly throughout the eighties. It is within this context of shrinking enrollments at the high school level that vocational education programs operate; at the local program level, decreases in a school's student population can have a strong impact on attempts to change programs.

Nationally vocational education enrollments grew by 49% between 1972 and 1979, with the largest increases occurring in the areas of health occupations, technical education, and occupational home economics.

Table 3-1

Changes in Vocational Education Enrollments by Program, Nationally
1972-1979

Agriculture	+08%
Distributive	+47%
Health	+137%
Consumer & Homemaking	+17%
Occupational Home Economics	+111%
Office	+48%
Technical	+44%
Trade and Industry	+43%
Other	-9%
All Programs	+49%

Source: OVAE 1972; VEDS 1979. Decline in "Other" category reflects change in definitions.

C&HE increased 17% from 1972 to 1979. Program growth of C&HE is among the smallest. Throughout this period, however, Consumer and Homemaking Education enrolled the largest number of students nationally of any vocational education program.

The fact that C&HE program growth has been slow in comparison with other vocational programs is related to a significant change in the vocational education delivery system over the past fifteen years. Since the middle 1960's, the number of area vocational centers serving secondary students

---

[11] Dearman, N.B. and Plisko, V.W. The Condition of Education, 1980 Edition, National Center for Education Statistics, 1980, pp. 16, 247.

has increased greatly. Typically, students from several participating districts attend these centers for a portion of the school day, attending their "home" high school for the other portion. On-site research conducted for this study indicates, however, that vocational C&HE instruction is usually provided at the home high school, even when an area vocational center serves the district. The students attending the area center seldom have time in their schedules for elective courses at the home high school, however. Thus, the students enrolled in vocational programs often do not have the opportunity to take C&HE courses. The quantitative data do not allow us to identify the number of students enrolled in C&HE who are also enrolled in a vocational training program, but the structural pattern seems to indicate that as regional vocational education facilities have expanded, the C&HE opportunities for vocational students have decreased.

II. ENROLLMENT TRENDS IN CONSUMER AND HOMEMAKING EDUCATION

PROGRAM GROWTH

National program growth in C&HE during this period is mirrored in the program growth of the ten states studied.

Table 3-2

Enrollment Growth in C&HE, Nationally and in Ten States
1972-1979

	1972	1979	% Change
50 States and Territories	3,165,732	3,710,246	+17
10 States	1,230,915	1,435,374	+17

Source: OVAE, 1972; VEDS 1979.

Because the core states are more populous and enroll many more students in C&HE than the other states, enrollment trends in the core states dominate aggregate enrollment trends. By separating the two groups of states, it is possible to see clear differences in program growth.

Table 3-3

C&HE Enrollments by State Grouping
1972-1979

	1972	1974	1977	1978	1979
Core States	1,084,585	1,062,241	1,197,976	1,221,649	1,225,544
Other States	146,330	163,165	220,504	201,570	179,830
Total	1,230,915	1,225,406	1,418,480	1,422,648	1,435,374
Ratio of Core State to Other State Enrollments	7.4:1	6.5:1	5.4:1	6.1:1	7.0:1

Source: OVAE; VEDS 1979.

By looking at the ratio of core state to other state enrollments, one can see that enrollments in the less populous "other" states grew much faster than those in the core states from 1972 to 1978. In 1979, however, enrollment in the other states declined by about 21,000 students. Two factors may have contributed to this decline. First, the introduction of the VEDS system may have altered counting procedures in the less populous states, which developed computerized management information systems later. Second, the other states enroll a larger proportion of secondary students, as compared with postsecondary and adult students, a fact discussed in more detail in the next section. The decline in enrollment in the other states, then, is likely a result of the general decline in the number of high school students.

EMPHASIS BY EDUCATIONAL LEVEL

Subpart 5 states the C&HE program may serve "all educational levels"--elementary, secondary, post-secondary and adult. In this area, C&HE differs from other vocational programs, which as mandated in the law, limit their activities to the secondary level and above.* C&HE enrollments at the other three levels grew between 1972 and 1979. As the table below shows, secondary enrollments increased by over 22,000 post-secondary by over 7,000 and adult enrollments by almost 173,000.

Table 3-4

Change in C&HE Enrollments by Educational Level, Ten States
1972-1979

	1972	1978	Growth
Secondary	921,574	943,764	+22,190
Postsecondary	18,712	26,108	+ 7,396
Adult	292,529	465,502	+172,973

Source: BOAE

Clearly, participation in C&HE programs remains strongest at the secondary level, but enrollments at the other two levels have been on the increase, especially in the adult category.

- Secondary level enrollments grew only 2%, but were the largest group of enrollments in 1972 and remain so in 1979. All ten states serve students at the secondary level (grades 7-12), although only nine states invest federal C&HE funds at that level. In seven of the ten states secondary level enrollments increased, while they declined in three states.

---

* States often interpret this mandate by extending it to C&HE as well; states rarely conduct vocational home economics at the elementary level. While some such programs exist, however, enrollment data is unavailable as neither OVAE nor VEDS has collected it.

111

- Postsecondary enrollments increased by 40%; enrolled postsecondary students, however, are the smallest group within C&HE. Only four states offer credit-bearing C&HE courses at the postsecondary level, and most of these programs are quite small. One of the core states, which has a large community college system, accounts for about 80% of all post-secondary level enrollments.*

- Adult enrollments grew by 59%. All ten states offer C&HE programs to adults, either through local school districts, postsecondary institutions and districts, or other service delivery systems. Adult participation grew in six states and declined in four.

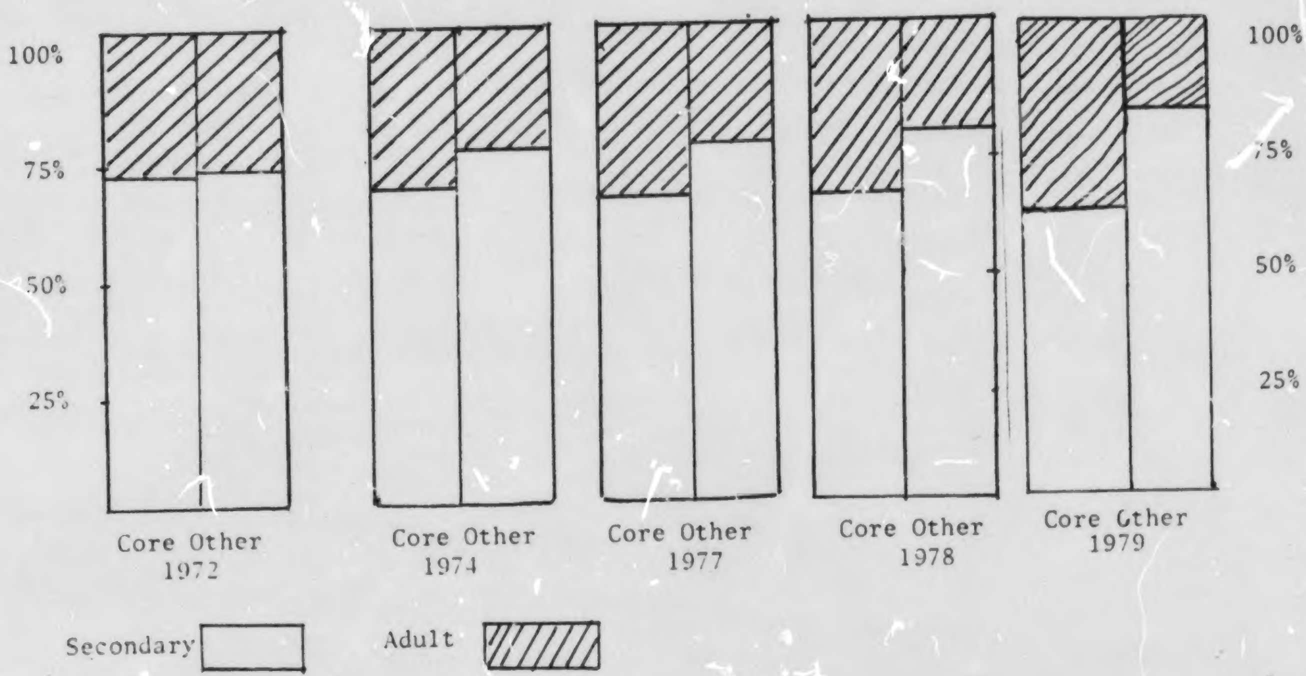
Examining the enrollment at each level as a proportion of total C&HE enrollments is a useful way of seeing if states have significantly altered their focus from one level to another. As Figure 3-1 indicates, the predominance of enrollments at the secondary level has increased in the less populous states, while adult programs have grown significantly in the core states. In 1972, the balance of enrollments by level differed little between the two groups of states. By 1979, however, the gap between the core states and others widened.

---

* Postsecondary enrollment data are particularly prone to error; full-time enrolled students are sometimes counted as participants in credit-bearing C&HE programs where interview data indicate no such program exists.

Figure 3-1

Distribution of C&HE Enrollments by Educational Level, Ten States
1972-1979*



Source: BOAE

In 1972, core states enrolled 74% of their C&HE students at the secondary level; in the other states, 77% of the students were in secondary progrms. By 1979, however, secondary level enrollments are 63% of the total in the core states, but 85% in the other states. The core states show more strength at the adult and post-secondary levels, with 35% and 2% of their C&HE students in those categories, compared with 12% and 3% in the other states. Thus, between 1972 and 1979 the core states increased their services to adults, while the other, more rural states expanded their secondary programs.

---

* Postsecondary enrollments are not included in this analysis. In none of the years for which data were examined did the enrollment of postsecondary students exceed 5%.

EMPHASIS BY SUBJECT AREA

Subpart 5 specifies that educational programs in the occupation of homemaking may include, but are not limited to the following subject areas:

- child development and guidance
- clothing and textiles
- consumer education
- family living and parenthood education
- foods and nutrition
- housing and home management (including resource management)

The legislation also states that C&HE programs should "emphasize consumer education, management of resources, promotion of nutritional knowledge and food use, and parenthood education to meet current social needs."

In aggregating the data by subject area, four problems of comparability arose:

- The data are reported by O.E. program (or subject area) code; these codes were developed in 1970. C&HE, however, is such a diverse field that courses do not necessarily "fit" codes well. Depending on the content of the course, "Adult Living" may properly be termed "Family Living and Parenthood Education" or "Comprehensive Consumer and Homemaking."
- Reporting systems within states generally improved over this period of time, as people became more familiar with the system. While such improvement is welcome, it introduced a question when data are analyzed--to what extent do the data reflect not actual change but an improvement in reporting practices?
- There are two OE codes which fit under the Subpart 5 specific subject area of Housing and Home Management: O.E. Code 09.0108, Home Management, and O.E. Code 09.0109, Housing and Home Furnishings. For the purpose of this analysis, data for these two codes have been combined and termed "Housing and Home Management."

- OVAE did not collect data for O.E. Code 09.0101 (Comprehensive C&HE) in 1972 and 1974; rather, these enrollments were generally reported as Other C&HE, O.E. code 09.0199. As a result, for the purpose of this analysis, "Comprehensive" and "Other" C&HE enrollments are combined.

Between 1972 and 1978*, enrollments in C&HE special interest courses grew, while enrollment in Comprehensive and Other C&HE classes declined:

09.0101 & 09.0199	Comprehensive and Other C&HE	-17%
09.0107	Foods and Nutrition	+127%
09.0102	Child Development and Guidance	+91%
09.0104	Consumer Education	+82%
09.0106	Family Living and Parenthood Education	+70%
09.0108 & 09.0109	Housing and Home Management	+43%
09.0103	Clothing and Textiles	+18%

In order to understand program emphases, though, it is necessary to know how enrollments in the different subject areas changed in relation to each other. The series of pie charts illustrates the overall change in the mix of subject area enrollments for 1972, 1974, 1977 and 1978 (see Figure 3-2).

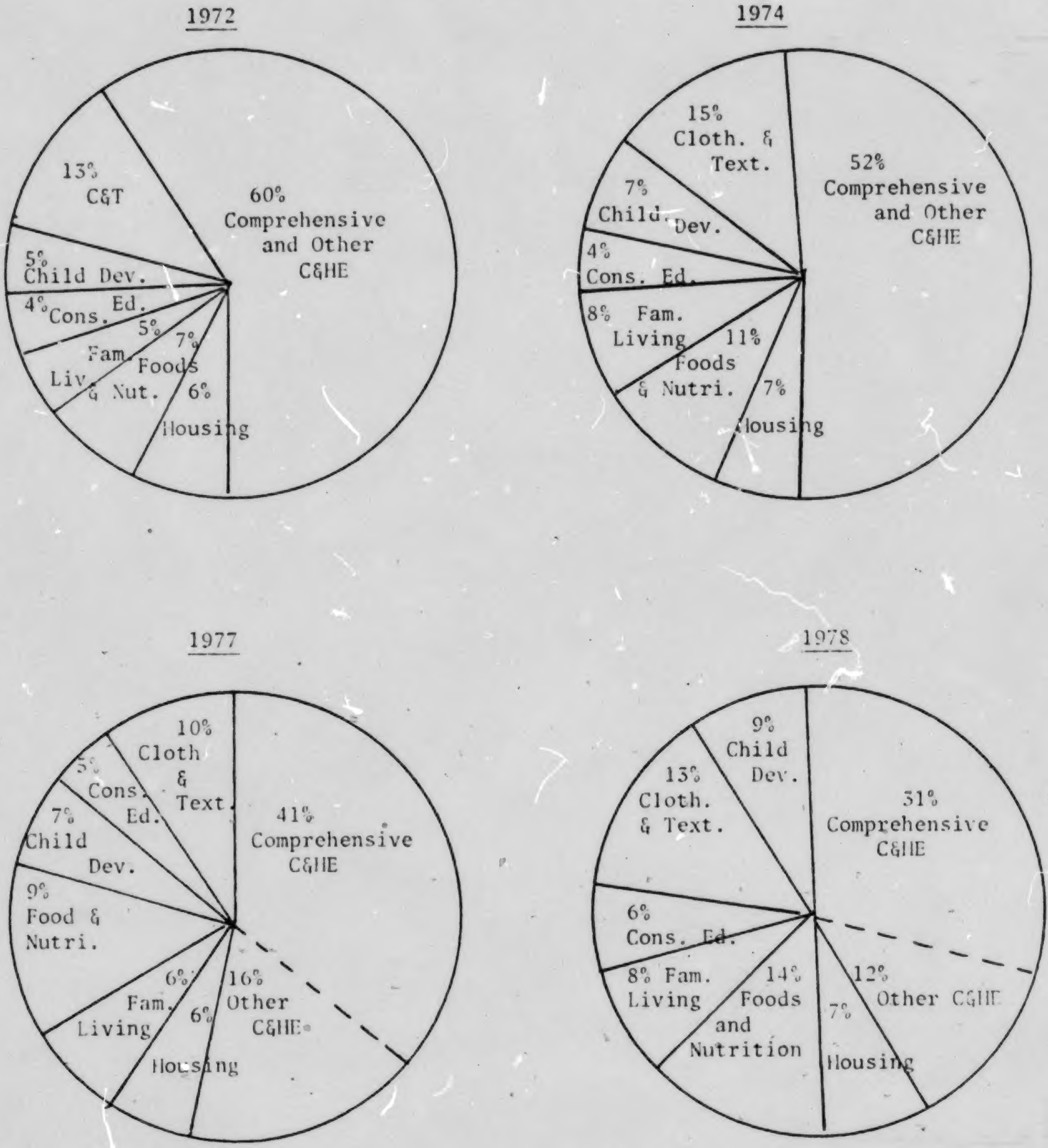
The most marked change is the decreasing emphasis on comprehensive courses in favor of classes that address a specific subject area. This finding is consistent with information collected on-site. The movement to semester long special interest courses tends to increase enrollment, especially of males, and state program standards and curriculum guidelines

---

* Preliminary VEDS 1979 data by C & HE subject area are available for only eight of the ten states studied, and therefore are not used. Those incomplete data indicate no major increase or decrease in any subject area, and a continuation of the trends identified here.

Figure 3-2

Distribution of C&HE Enrollments by Subject Area, Ten States
1972-1978



Source: OVAE

tend to support that shift. The increased use of specific program codes in reporting, noted above, may also be a factor here.

Overall, the mix of programs has not changed radically, as the chart below comparing the enrollment shares for each subject area in 1972 and 1978 demonstrates. The subject areas with the largest enrollments in 1972, Clothing and Textiles and Foods and Nutrition, remained the largest subject areas in 1978.

Table 3-5

Differences in Distribution of C&HE Enrollments by Subject Area, Ten States
1972-1978

1972		1978	
Comprehensive and Other C&HE	(60%)	Comprehensive and Other C&HE	(43%)
Clothing and Textiles	(13%)	Clothing and Textiles	(13%)
Foods and Nutrition	(7%)	Foods and Nutrition	(14%)
Housing and Home Management	(6%)	Housing and Home Management	(7%)
Child Development	(5%)	Child Development	(9%)
Family Living	(5%)	Family Living	(8%)
Consumer Education	(4%)	Consumer Education	(6%)
Total	100%	Total	100%

SOURCE: OVAE

In examining subject area emphasis, one task is to determine whether the four areas given special emphasis in the legislation have grown. This is not possible when enrollments in Comprehensive Homemaking courses are combined with special interest courses. Therefore, Figure 3-4 separates out that portion of enrollments reported in special interest courses, and shows how they increased and decreased in relation to each other.

Table 3-6

Changes in Subject Area Emphasis, Ten States
1972 and 1978

		1972 40% of C&HE Enrollments reported in specific subject areas. Of those, the mix is:	1978 57% of C&HE Enrollments reported in specific subject areas. Of those, the mix is:
09.0102	Child Development	12.5%	15.8%
09.0103	Clothing and Textiles	32.5%	22.8%
09.0104	Consumer Education	10.0%	10.5%
09.0105	Family Living and Parenthood Education	12.5%	14.0%
09.0107	Foods and Nutrition	17.5%	24.6%
09.0108 & 09.0109	Housing and Home Management	15.0%	12.3%
	Total	100.0%	100.0%

The figure demonstrates the following trends in the specific subject areas:

- Consumer Education remained stable. In the case of Consumer Education, however, the quantitative data provide only a partial view of the importance of that subject area. In most states included in the study, the strategy has been to "infuse" consumer education concepts into all classes. For example, Clothing and Textiles classes include lessons on fabric and clothing labelling and prices; family living or adult living classes include lessons on "shopping" for insurance, loans, and other major items of expense for families. For that reason, the quantitative data are an inadequate measure of the emphasis on Consumer Education.

- Family Living and Parenthood Education increased only 1.5%. Information gained from site visits indicates that this program is a sensitive issue in many communities, since sex education is often assumed (sometimes wrongly) to be a part of the curriculum. In some cases a more obscure title is used and it is unclear what impact that practice has on reporting. Parenting education is also a part of Child Development classes and comprehensive adult living classes.

- Foods and Nutrition increased by about 7%--the largest increase of all subject areas. The strong interest in nutrition as well as in new food preparation methods (e.g., microwave cooking) and types of foods (e.g., gourmet cooking) in American society certainly contributed to this trend, especially at the adult level. At the secondary level, teachers consistently stated that foods courses were very popular among males.

- Housing and Home Management (including Resource Management) declined by about 3%. Like Consumer Education concepts, home management and resource management concepts tend to be infused in other subject areas, especially the Foods and Nutrition and Family Living areas, where the need to carefully budget one's resources has been stressed. In addition, resource management is interpreted as energy conservation, clothing maintenance, and task organization.

- Child Development and Guidance increased its share of specific program enrollments by 3.3%. When the pie charts are examined again, we find that the increase is consistent over time. Day care centers funded under the basic grant which provides a laboratory for Child Development classes, may account for this increase.

- Clothing and Textiles declined in relation to other specific program enrollments, by almost 10%, although the change over time is inconsistent. It was found during visits to local programs, however, that fewer classes such as "Advanced Clothing" or "Tailoring" were being offered, as opportunities in those areas in gainful programs increased for those who wished to pursue careers in that area, and the demand for C&HE courses in other program areas increased.

To summarize, the analysis of subject area enrollments indicates that for the most part the relative enrollments of the six subject areas has changed, but not radically, since 1972. The enrollments in Foods and Nutrition and Clothing and Textiles remain the largest of the special interest courses, but their positions have reversed, as the Foods and Nutrition area grew markedly. This growth is consistent with the federal preference for increased emphasis on nutrition and food use.

The quantitative data are less definitive regarding the three other areas cited in the federal legislation for increased emphasis--parenthood education, resource management and consumer education. When compared with the information gathered at local programs within states, however, the ability of the reported enrollment data to genuinely reflect program emphases must be questioned. When asked how their programs had changed in the past several years, teachers at all levels said that they were placing more emphasis on solutions to current social and economic problems--planning and budgetting skills to help students deal with inflation; wise buying skills; understanding personal and family needs as a means of preventing divorce and child abuse; coping skills for dealing with financial and personal crisis.

The National Census Study of Secondary Vocational Consumer and Homemaking Programs offers additional evidence that the subject areas singled out for emphasis in the legislation are "infused" in a variety of C & HE courses, rather than being offered as courses by themselves. Of the 1,147 schools responding to the survey, only 36% were offering a course in consumer education and/or management in the Fall of 1979. However, in 80% of the responding schools, 14 of the 20 "essential" topics in consumer education and management listed in the questionnaire were included in the C & HE program. For example, "labels, warranties and guarantees" are often covered in Comprehensive Homemaking (633 schools), Foods and Nutrition courses (423 schools) and Clothing and Textile courses (336 schools). Similarly, financial planning concepts were taught more often in Comprehensive Homemaking classes (545 schools) and Family Relations classes (429 schools) than in Consumer Education classes (369 schools).[12]

Family Relations classes, in which parenting education concepts are often taught, were offered in 698 schools, or 61% of those responding. However, a higher percentage of schools reported that they addressed parenthood education topics, such as "characteristics basic to relationships," (90%), "human sexuality" (85%), "problem-solving and decision-making" (92%).

---

[12] Hughes, op. cit., pp. 27-30.

Child Development courses were offered in 55% of the schools, but, once again, a larger percentage included child development and parenting topics listed in the questionnaire: "family planning decisions" (89%), "financial consideration of parenting" (90%), "emotional consideration of parenting" (89%), "child rearing practices" (88%), "child abuse" (88%).[13]

The Census Study data are limited, in that they do not tell us whether, for example, consumer education topics are taught in greater depth in separate "Consumer Education" courses than they are when they are "infused" in other parts of the program. The data do indicate that a student in a Consumer Education course is more likely to receive instruction in all of the essential topics of consumer education than in a student enrolled in a Comprehensive Homemaking course.[14] However, the Census Study supports the finding of this study that the content emphasized in the legislation is more often infused in existing courses than offered as separate courses.

III. MALE ENROLLMENTS IN CONSUMER AND HOMEMAKING EDUCATION

INCREASE IN MALE ENROLLMENT IN CONSUMER AND HOMEMAKING EDUCATION

Subpart 5 of the Education Amendments of 1976 emphasizes the participation of both males and females in C&HE programs. As noted earlier, the concern for sex equity first occurs in federal legislation in 1976, whereas other federal concerns are at least implicit in the earlier legislation in 1968.

---

[13] Ibid., pp. 18-21; 32-35.

[14] Ibid., p. 28.

An analysis of C&HE enrollments reveals a marked increase in the participation of males. While C&HE enrollments grew by 16% between 1972 and 1978, male enrollments in C&HE increased by 261%--nearly tripling--in the ten states. The proportion of males to total enrollments was 6% in 1972, but 20% in 1978.*

Table 3-7

Male Enrollments in C&HE, Ten States
1972-1978

	Total	Male	% Male
1972	1,230,915	77,954	6%
1977	1,418,480	264,355	19%
1978	1,422,649	281,236	20%

Source: OVAE

This table illustrates that the increase in the number of male students in C&HE occurred before the implementation of P.L. 94-482 in 1977. C&HE programs in public schools, like all public school programs, were responsible for complying with the provisions of Title IX of the Civil Rights Act of 1972 as of June 1975. According to most administrators at the local program level, it was Title IX which prompted schools to eliminate any existing segregation of students by sex. According to many teachers, Title IX freed them to serve a population they had always wished to serve. Indeed, prior to the implementation of both Title IX and Subpart 5, C&HE programs were serving males, but to a more limited extent.

---

* Interestingly, the two groups of states, core and other, do not differ significantly in their enrollment of male students. Male enrollment in 1972 was 6% of total enrollment in both groups of states; in 1978, male enrollment in the core states was 19% of the total; in the other states, 22%. Apparently factors of program size and population density do not affect the participation of males in C&HE.
Data Source: OVAE

Clearly, the significant increase in the participation of males is evidence that C&HE programs have responded to both the civil rights requirements of Title IX and the sex equity mandate of Subpart 5. When the number of males enrolled in C&HE in 1972 and 1978 is compared with the number of females enrolled in those years, however, the significance of the increase takes on another dimension.

Table 3-8

Change in Male and Female Enrollments in C&HE, Ten States
1972-1978

	# of Females Enrolled	# of Males Enrolled
1972	1,152,961	77,954
1978	1,141,413	281,236
Change: 1972-1978	-10,548	+203,282

Source: OVAE

- Female enrollments in the ten states remained stable between 1972 and 1978, while male enrollments nearly tripled. Thus, the participation of males in C&HE accounts for the 16% growth in the overall program.
- Furthermore, in the fifty states and territories, female enrollment also remained stable, increasing by less than 30,000 students nationally between 1972 and 1978.[15]

While enrollments show that C&HE is serving a new audience--males--they also show a leveling off in participation by C&HE's traditional audience--females. While this report cannot define the reasons for this pattern, it is possible to note some of the facts that may contribute to it:

---

[15] U.S. Office of Education, The Status of Vocational Education in 1978, p. 3. The data in this report are from the same OVAE Vocational Education Performance Reports used in this study.

- More female students expect to hold jobs outside the home, and plan their education accordingly. The "dual role of homemaker and wage earner" means not only that male students can benefit from acquiring homemaking skills, but that more female students are preparing for vocational and professional careers. The traditional view that the female student takes three or four years of home economics and then becomes a housewife is no longer consistent with either social attitudes or educational practice.

- Enrollment in occupational home economics programs--those designed to lead to gainful employment in specific job categories--grew by 64% from 1972 to 1978.[16] The division between gainful and useful programs occurrred in 1963, and gainful programs became increasingly available in the 1970's. It is likely that C&HE has "lost" female students to gainful programs.

- Vocational education programs which have traditionally served males have been recruiting female students. In addition, programs such as health occupations for which many new job opportunities exist have grown significantly. Thus, as vocational education has increased the number of options available to women, competition for female enrollments has increased.

Despite the large increase in male enrollments, they remain 20% of all C&HE students, while females account for the other 80%. Given the fact, however, that this 20% accounts for virtually all of the program's growth in the last six years, it is important to know in which subject areas males tend to enroll.

DISTRIBUTION OF MALES BY SUBJECT AREA

The table below shows the percentage of each subject area's enrollments that was male for the years 1972, 1977 and 1978.*

---

[16] *Ibid.*, p. 6.

* Male enrollments not collected by OVAE, 1974.

Table 3-9

Proportion of Subject Area Enrollments that Are Male, Ten States, 1972-1978[17]

	1972	1977	1978
Family Living and Parenthood Education	21%	29%	31%
Consumer Education	18%	24%	29%
Foods and Nutrition	8%	21%	23%
Housing and Home Management	6%	20%	21%
Comprehensive and Other C&HE	4%	19%	20%
Child Development and Guidance	4%	16%	15%
Clothing and Textiles	2%	7%	6%

Source: OVAE

- As the number of males enrolled in C&HE classes has increased, their distribution has become more even across subject areas. Whereas males clearly cluster in the Consumer Education and Family Living areas in 1972, by 1978 a relatively high proportion of males were enrolling in the Housing and Home Management area and especially in Foods and Nutrition courses. In the "Comprehensive and Other" categories participation by males grew from 4% to 20%. While there was an increase in male participation in both the Child Development and Clothing and Textiles areas, the concentration of males is below average in these two subjects, particularly in Clothing and Textiles.
- Male enrollments in both 1972 and 1978 are highest in those subject areas singled out in the law for special emphasis: Consumer Education, Family Living and Parenthood Education, Foods and Nutrition, Housing and Home Management (Resource Management). However, since male enrollments are only 20% of the total, overall enrollments do not reflect these subject area emphases, except for Foods and Nutrition.

Female enrollments are much greater than male enrollments but have stabilized; male participation while still much smaller, has dramatically increased. Therefore, it is worthwhile to look at male enrollments with a particular question in mind: are the subject areas in which males enroll the strongest C&HE subject areas? What Figure 3-5 offers is a contrast of the concentration of males in each subject area to the overall popularity of each. The figure on the following page presents the total enrollment in 1978 for each subject area on the horizontal axis; on the vertical axis is the percentage of enrollments each subject area that is male. In Figure 3-5, the wider a rectangle is, the more students are enrolled; the higher a rectangle is, the greater the concentration of male students in the subject area.

---

[17] The National Census Study (Hughes et. al., op. cit., p. 50) presents the following proportions of male students in each subject area, based on data collected in a sample of 1,147 schools in 1979: Family Living and Parenthood Education--28%; Consumer Education--23%; Foods and Nutrition--29%; Housing and Home Management--15%; Comprehensive and Other C & HE--17%; Child Development and Guidance--8%; Clothing and Textiles--6%. While the actual percentages vary when compared with the OVAE data, the general pattern is consistent.

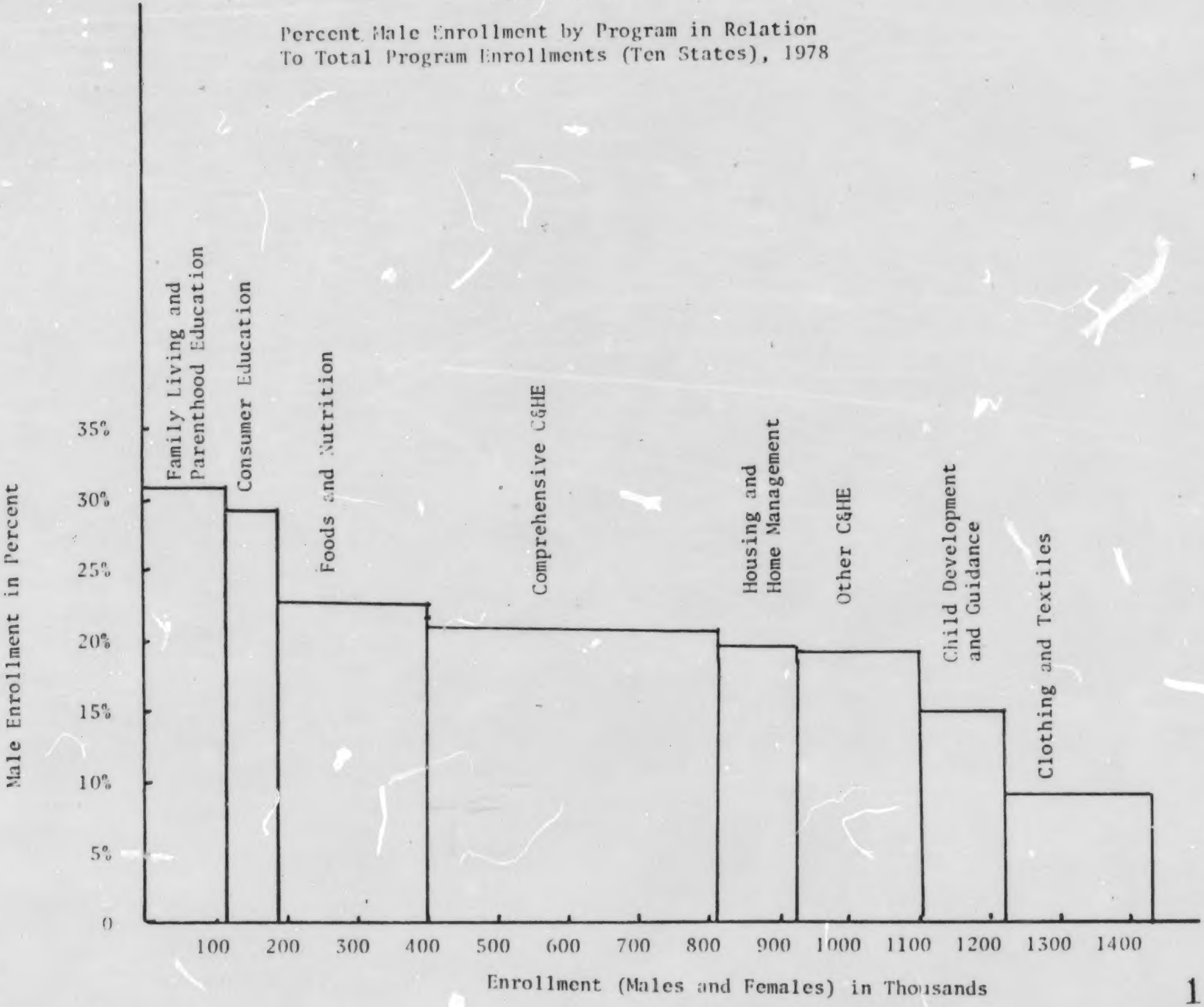
- The width of the Comprehensive Homemaking rectangle shows that Comprehensive Homemaking courses are more popular than any of the special interest courses. Comprehensive courses include all subject areas. In terms of the concentration of male students, three special interest courses attract more males, three attract less. Interviews and observations in the field suggest two reasons why the concentration of males in Comprehensive Homemaking classes is as high as it is: first, required exploratory programs, including C&HE, at the junior high school level; second, increased offering of classes in "Adult Living" at the junior and senior level in high schools. Traditional Home Economics I, II and III tend to attract relatively few males.

- The width of the Clothing and Textiles and Foods and Nutrition shows that they are the most popular special interest courses. However, the concentration of males in Foods and Nutrition is nearly triple that of Clothing and Textiles. Teachers reported that males were not interested in Clothing courses, but "boys like to eat." An alternative explanation may lie in the fact that while food is essentially sex-neutral, clothing is gender-specific. Making clothing requires measuring and fitting, which can be as uncomfortable a task for female teachers as for male students. On the other hand, the products of foods courses are always sex-neutral--everyone eats the same food.

- The narrowest rectangles--Family Living and Parenthood Education, Consumer Education, and Housing and Home Management--are the least popular C&HE courses but they all have a high concentration of males. This would indicate that these three areas receive relatively less of the field's energy and resources, although they are among the most popular with boys.

Figure 3-3

Percent Male Enrollment by Program in Relation To Total Program Enrollments (Ten States), 1978



IV. SERVICE TO SPECIAL POPULATIONS IN CONSUMER AND HOMEMAKING EDUCATION

Section 150(b)(D), Subpart 5 of P.L. 94-482 specifies that federal funds may be used to:

> "encourage outreach programs in communities for youth and adults giving consideration to special needs such as, but not limited to, aged, young children, school-age parents, single parents, handicapped persons, educationally disadvantaged persons and programs connected with health care delivery systems, and programs providing services for courts and correctional institutions."

The Office of Education clarified the text of Subpart 5 in August of 1977, by defining possible locations in which outreach programs can take place:

> "A possible interpretation would be that a school setting could be considered an outreach program even though instruction were given on the premises provided there is other evidence of outreach such as reaching out with information to bring outside groups into the program or having the instruction at a time and place convenient for the outside group."*

For the purpose of this report, outreach activities are distinguished by specific aspects that set them apart from other types of C&HE programs. Outreach programs are targetted--designed for a specific population. Further, they are characterized by a remedial mission--content is intended to address the identified needs of that population. These aspects set outreach programs apart from those programs which are characterized by enrichment or preparatory missions, which operate in secondary and postsecondary institutions, and which are not deliberately tailored to meet the needs of a group with special needs.

Outreach programs, of a targetted and remedial nature, operate in one of two settings: in a community setting, located where targetted populations live; or within secondary and postsecondary institutions, in which the specific needs of one population have been recognized and a special program mounted to address them.

---

* Memo from Charles H. Buzzell, Acting Deputy Commissioner BOAE to Assistant Regional Commissioners BOAE, State Directors of VE, State Supervisors of Home Economics regarding the used Consumer and Homemaking Education funds, dated August 8. 1977.

HOW CONSUMER AND HOMEMAKING EDUCATION SERVES SPECIAL POPULATIONS

The following sections catalogue C & HE outreach programs to special populations. Neither the federal government nor states have consistently collected C & HE enrollment data according to the populations specified in Subpart 5 of the law, with a few exceptions. Privacy considerations make collection of such data difficult. The Office for Civil Rights Survey of Vocational Education, conducted in the Fall of 1979, reports that 2.4% of the C & HE students counted in the survey nationally were handicapped. In the ten states, the proportion was 2.5%. The OCR survey, however, did not count C & HE students in outreach programs, a significant omission. Unfortunately, only one state was able to provide this study with outreach program enrollment data by some special populations. In this state, federal Subpart 5 funds are used almost solely to support 31 outreach programs for adults in the state, primarily in urban areas. The FY 79 enrollment data for that state is presented here to illustrate the extent to which a large outreach system can serve groups with special needs.

Table 3-10

Outreach Program Enrollment, One State, FY 79

Population	Number Served	% Total
Aged (over 65)	34,916	30%
Handicapped	9,135	8%
Single Parents	6,664	6%
School-Aged Parents	6,221	5%
Young Children	4,313	4%

Source: State Data

130

This description of C&HE services to groups with special needs will rely primarily upon interview data, program observations and enrollment information from several large outreach programs. This section summarizes the extent to which each is served and in what setting; the relative ease with which the field has responded to each group; and other ways, besides outreach, in which C&HE addresses the needs of each population.

The Educationally Disadvantaged

Of the populations specified in Subpart 5, the educationally disadvantaged is the group most extensively served by C&HE outreach programs. In general, the term "educationally disadvantaged" has been operationally defined by states as synonymous with economically disadvantaged. The definition is a common-sense one--where people are poor, educational attainment tends to be low, the people are often further handicapped by language barriers. Three of the four largest outreach programs observed during this study defined their primary mission as serving the disadvantaged. In 1979, these three programs served a total of 177,870 persons.

It should be pointed out that while, in practice, educationally and economically disadvantaged are one and the same--they are distinguished in the legislation, and in state funding patterns. That is, states assure that 1/3 of federal monies are directed toward areas of economic depression while separate efforts are directed to serve special populations. However, they overlap. While an economically depressed area is a geographic definition, some special populations are more likely to live in economically depressed areas.

The educational objectives of these programs are similar. Activities focus on solving critical problems that relate to homemaking and family life: problem solving and coping skills; recognizing and avoiding consumer fraud; buying and preparing nutritious, low-cost food; making simple home repairs; dealing with landlords; parenting skills; budgeting skills. These programs use a wide variety of strategies for identifying, recruiting, and teaching students. Approaches include one-to-one home visits, drop-in centers in the community, enrolling students in regularly scheduled classes as part of district-wide continuing education efforts, and in social service agency facilities.

All three programs make use of paraprofessionals, indigenous to the communities they serve. Where the primary language of the community is not English, the paraprofessionals are bilingual. Often, work experience in these programs functions as a stepping-stone to further education and career development for the paraprofessionals.

These three outreach programs either operate exclusively in urban areas or cull the major portion of their enrollments from urban areas. In urban areas the disadvantaged are more visible, the demand for services is greater, and the value of offering practical homemaking skills is generally recognized and accepted. Local educational administrators, community leaders, and social service agencies require less convincing that C&HE provides a valuable set of skills. Recruitment is facilitated by the presence of an highly developed social service network, already serving the disadvantaged. In the less populous states, the perceived need may be less generalized, and recruitment more frustrating and complex. The disadvantaged population is dispersed over a large area and the social service is network lacking. In some poor rural areas, mobile vans with basic equipment enable teachers to travel to small towns to present lessons on low cost meal preparation and clothing construction. Where equipment is not needed, teachers travel to community centers, grange halls or church meeting halls to offer instruction in such areas as consumer education and parenting.

The disadvantaged are served in schools as well as through outreach programs. The federal legislation offers incentives to states to place federal C&HE funds in economically depressed areas. In most cases the operating philosophy in C&HE programs is that all students--disadvantaged or not--need and can use the skills and concepts provided by C&HE programs, and special activities are not necessary or even desirable. Ideally, the content of courses for all students is consistent with the "social, economic and cultural needs" of the community, and teachers routinely adapt the content of their courses to conform to the needs of their students.

School-Aged Parents

Special programs exist wherever there are in sufficient numbers to justify mounting one, in whatever setting students are found--regular high schools, alternative schools, and outreach settings. Instruction in these programs usually focuses on parenting skills, child development, and pre- and post-natal nutrition.

School-aged parents are often steered toward C&HE courses by guidance counselors, especially courses in child development. The extent of this practice varies, however. One administrator said, "The idea is good in theory, but these students generally don't want any more attention paid to them than they have already."

Local support for these programs is a function of local attitudes surrounding sexually active teens. These attitudes vary by district, and feelings about sex education, parenting classes, and assimilation of pregnant girls into regular classrooms is still largely unresolved.

In one of the ten states, a large-scale program specifically for school-aged parents was developed. In the state that has the nation's highest teenage pregnancy rate, the State Supervisor mounted an extensive, highly specific program to address this pressing social problem. Even where statewide programs do not exist, teachers said that they give help to student mothers on an informal basis--answering questions, loaning books and materials.

Single Parents

There are few C&HE programs addressed specifically to single parents. This group, however, clearly overlaps with two other populations already discussed--the educationally disadvantaged and school aged parents. In one major program serving the disadvantaged, 45% of the participants in 1979 were displaced homemakers, who were also single parents. The problems of single parents--child care for those who work and education and training for those who wish to--have received much attention in the past several years as part of the "displaced homemaker" issue. Although the emphasis in displaced homemaker programs nationwide, funded under Subpart 2 of P.L. 94-482 and the CETA legislation, has been on employment training, C&HE professionals at both the state and local levels have been involved both in program development and service delivery.

Handicapped Persons

Handicapped persons participate in C&HE programs both in schools and through outreach programs. P.L. 94-142, which is intended to assure a free, appropriate public education to all students in the nation, emphasizes the mainstreaming of special needs students in regular classrooms. C&HE classes are often viewed as a setting where mainstreamed handicapped students are better able to succeed along with regular students, because of the "hands-on," practical focus. In some schools non-mainstreamed students receive separate C&HE instruction, or an introductory course following which they can enter regular C&HE classes.

Most states have included sessions on teaching students with special needs in their state sponsored inservice training programs in the last several years. Particular emphasis has been placed on serving mainstreamed handicapped students, in response to the implementation of P.L. 94-142 in the nation's schools. Two of the states studied have published guides for instructors to assist them in teaching the handicapped. One state uses a portion of its Subpart 5 monies to pay the salaries of paraprofessionals, who assist the handicapped in C&HE classrooms.

The responses of teachers to questions about their problems in serving handicapped students varied. Some were very positive, others felt that special needs students required more attention than they could provide. The most positive responses were from teachers in schools which have special education consultants within the school to provide assistance to teachers with mainstreamed handicapped students. These consultants may help the C&HE teacher to develop individual education plans for students, to adapt instructional activities, and develop appropriate test measures. However, whether such assistance is available to the C&HE teacher is a function of the local district's special education program, and not of local or state C&HE policy.

In some states, special schools for institutionalized youth and adults are LEAs and eligible to receive funding under Subpart 5 as well as other programs. State schools for the blind and the deaf, as well as mental institutions, follow the basic state program standards in their C&HE programs, adapting to student needs as necessary.

C&HE programs for adults are frequently involved in teaching handicapped persons. As part of de-institutionalization programs, C&HE teachers give students training in basic living skills--buying, saving, cooking, cleaning and grooming. Sometimes the teaching of severely mentally or physically handicapped people requires more specialized training than most C&HE teachers have; in those cases, C&HE teachers may train therapy aides in the homemaking skills and concepts, rather than do the teaching themselves.

The Elderly

The elderly are served extensively by C&HE. In every state studied, outreach programs targeted to the elderly were operating. Thirty percent of the enrollments of the largest statewide outreach effort were elderly people--35,000 persons over 65 were served by that program in 1979. Their need for education in low-cost nutrition, consumer skills, and budgeting is clear. Programs can be set up at community centers, hot lunch sites, and housing projects for the elderly, where the client group already congregates. In the last several years adult and outreach programs have begun to expand the content of course offerings to the elderly to include areas such as wills and trusts, and health care consumer issues.

Young Children

This research indicates that few C&HE outreach programs are directed toward young children largely because state policy bars the use of vocational education funds at the elementary level. However, indirectly, children receive benefits. Some of the larger outreach programs reach adults through pre-kindergarten and Head Start activities, focusing on parenting skills and parent-child relationships. Child abuse prevention programs certainly benefit young children. C&HE teachers in a number of districts train elementary teachers in nutrition education techniques. The mini-grant programs for nutrition education sponsored by the U.S. Department of Agriculture has been a useful source of support for such programs. High school students often take part in these programs, teaching elementary students basic nutrition concepts. Large outreach programs sometime provide child care for participants, through the use of paraprofessionals.

Programs Connected with Health Care Delivery Systems

The 1976 legislation states that federal funds may be used for "programs connected with health care delivery systems," in effect mandating the kind of inter-agency cooperation essential in providing targetted services to special populations. This study found no statewide cooperative programs between C&HE providers and health care institutions, but such services are provided. Typically, a C&HE program for adults will offer classes in pre-natal or post-natal care in hospitals, or in basic living skills for nursing home patients soon to be released.

This kind of bridge-building requires a great deal of time and effort. Full time secondary school teachers do not have the time to initiate contacts, respond to requests, and work with health care system personnel to create an appropriate program. For that reason, these programs are most likely to be found in well developed adult programs which have a full-time C&HE administrator.

Services for Courts and Correctional Institutions

In the ten states visited, one exemplary program has been started in a correctional institution since the implementation of the 1976 legislation, and several more are in the planning stages. A few others have been operating since before the 1976 Amendments; while several other programs have begun and faltered. Programs in prisons are perhaps the most difficult to operate. Internal security policies sometimes limit the number of persons in a class or ban tools such as knives or scissors. In addition, finding a qualified teacher interested--and effective--in teaching youth or adult offenders can be difficult. In some states, prisons are eligible LEAs, which makes managing interagency cooperation and financial support a simpler task.

As courts have increased the practice of requiring offenders to participate in remedial education programs, C&HE programs have become involved in providing services such as child care and child development classes for abusing parents. In one city, the courts require underage youth who wish to marry (and who need the court's permission to do so) to take a six week "pre-marriage" course which covers concepts of interpersonal relationships, budgetting, and child development. The C&HE program in that city provides the course for court-referred couples.

Additional Groups with Special Needs

Recent immigrants, such as Indochinese refugees, are often unfamilar with American foods and their nutritional properties, or with the appliances usually found in apartments and houses. In areas where large numbers of refugees have settled, C&HE adult programs have become involved in providing this training.

Military families are another population with particular needs for C&HE services. C&HE programs offered on military bases have been developed to deal with the unique pressures of life on base--separation, low income, frequent relocation. The program offers courses in family relations, using time and money efficiently, and feeding, clothing, and housing the family.

HOW SPECIAL POPULATIONS ARE MOST EFFECTIVELY SERVED

Special populations are most effectively served by programs that are targetted to one or several specific groups, and are remedial in mission--their content is deliberately designed to meet the identified needs of that group or groups. Remedial programs may operate in community settings where targetted populations live, or in secondary or postsecondary schools wherein the needs of one population of enrolled students have been recognized and a program tailored to meet their needs alone. However, the number of enrolled students with special needs is often too small to justify a remedial program.

This definition sets remedial programs apart from preparatory programs for high school or postsecondary students, the content of which is designed to prepare as many students as enroll for the occupation of homemaking. Outreach efforts are further distinguished from adult programs with an enrichment mission. Those may be offered by secondary or postsecondary institutions, are not targetted to a special population, and their content is designed to improve or enhance existing homemaking skills of participants.

Groups with special needs for Consumer and Homemaking Education are served most effectively when there is a distinct delivery system to plan and conduct outreach programs. Effectiveness is defined as providing the most needed services to the greatest number of people for the smallest amount of money. Achieving that kind of effectiveness requires a great deal of patience, time and effort that a delivery system oriented toward outreach and community service is able to muster. Those kinds of delivery systems have a full-time or part-time staff member to accomplish or coordinate a number of crucial functions:

- Initiating and maintaining linkages with social service agencies or organizations which serve groups with special needs;
- Carrying out community needs assessments;
- Designing strategies for identifying and reaching students;
- Planning instructional programs;
- Developing instructional materials;
- Writing proposals for funding, monitoring budgets, and maintaining records;
- Locating and recruiting qualified teachers of adults, and providing inservice training if necessary;
- Locating facilities and necessary equipment.

Such a delivery system may be operated by a local elementary/secondary school district, a regional vocational institution, or a regional post-secondary district. In one case, a statewide outreach program is operated by the state university based Cooperative Extension Service, under contract to the state vocational education agency.

Many states lack distinct statewide delivery systems to provide outreach, and so must rely, either in whole or in part, on secondary C&HE delivery system to offer outreach services to adults. A secondary level C&HE delivery system is a less effective means of providing outreach services, for a number of reasons:

- Full-time secondary teachers do not have the time. Only the largest LEAs have local C&HE coordinators; very few schools have department chairpersons with time to carry out administrative duties. Eight-two percent of C&HE teachers work in one or two teacher departments.[17]

- Secondary teachers usually do not have the training in the remedial approach required to serve many of the special populations mentioned in the law. When members of the target population are within the school population-for example, the handicapped and school age parents--secondary teachers do a very good job of serving them. However, their service to adults tends to follow an enrichment rather than a remedial model.

- The primary concern of most secondary schools is serving the enrolled students. Budget crises, pressures to go "back to basics," school consolidation and bussing make fulfilling that primary responsibility difficult. As a consequence, schools are unwilling to give financial support or released time to teachers for outreach programs.

- Finally, some of the populations cited in the law--those in health care and correctional institutions for example--are not free to attend an evening C&HE class at the local school. Furthermore, it is unreasonable to expect a high school teacher, who teaches 100 students during the day, to conduct an outreach program in a community setting at night. Teacher unions frown on it; one state which requires high school teachers to do outreach in the evenings offers exemptions to teachers with already large course loads.

For these reasons, states that have separate delivery systems for outreach do a better job of serving the special populations. The five core states--those with more people in urban areas, larger populations, and a long standing awareness of the need of adult education--are the ones that support these delivery systems. The target populations exist in larger numbers in these states, and frequently their needs have already been identified by human service agencies. That is not to say that the other states do not serve the special populations, but because of capacity and economy of scale, they do so less extensively. The very best examples of outreach programs for special groups share the following characteristics:

---

[17] Hughes, et al, p. 46.

- They are mature. All started in or before 1970; one has been in operation since the 1940s. Developing outreach programs takes time. It is unreasonable to expect that outreach programs begun in response to the 1976 federal legislation would be as effective in 1980 as the more mature programs.
- They operate with strong linkages to other public and private agencies which serve groups with special needs; such as, welfare agencies, public housing authorities, CETA prime sponsors, United Way, local community improvement associations. This interlocking network enables the agencies to work together to assess needs and to develop non-duplicative strategies for meeting them.
- These programs make use of paraprofessionals, indigenous to the communities they serve. Where the primary language of the community is not English, the paraprofessionals are bilingual. Often, work experience in these programs functions as a steppingstone to further education and career development for the paraprofessionals.

V. C&HE PROGRAMS IN URBAN AREAS AND RURAL AREAS: SIMILARITIES AND DIFFERENCES

This study found that the extent of responsiveness to federal priorities regarding the content of C&HE classes and the elimination of sex stereotyping is not related to the urban or rural nature of the area in which the classes are offered. Very traditional programs were found in both cities and small towns; very innovative programs are operated in both rural and urban areas. Efforts to increase male enrollment were also unrelated to the urban or rural nature of the program location. However, the study did find that there are certain structural differences between programs in densely populated districts and those in sparsely populated districts. These structural differences can affect a district's ability to respond to Subpart 5 in a manner which is practical and cost-effective:

- Urban schools tend to have larger student enrollments, and therefore more teachers per program. Thus, C&HE programs in urban schools are more likely to have several C&HE teachers, who can offer a wider variety of special interest C&HE courses. It should be noted, however, that many rural schools have large enrollments, as a result of school district consolidation.

- C&HE programs in small schools are more likely to have scheduling problems which affect their ability to recruit more male students. For example, the one first-year C&HE class may be scheduled at the same time as the one first-year Agriculture class--effectively eliminating from that level of C&HE any males who are in the agriculture program. As discussed earlier, school administrators are sometimes amenable to changing school schedules to solve this problem, but sometimes they are not.

- In general, only large city school systems have an economy of scale which justifies supporting a local Home Economics specialist to develop new programs and coordinate the activities of teachers. Increasingly, even these urban systems have eliminated specialist positions in their effort to cut costs. This study did find that local specialists were highly instrumental in promoting responsiveness, both in school programs and outreach programs. Where regional consultants (supported by state and federal funds) are available, they can provide similar services to the bulk of C&HE programs without local level specialists. However, regional consultants cannot provide the kind of full-time, consistent leadership, coordination and advocacy for each district that local specialists can.

This study did find that densely populated districts are more likely to offer outreach programs to special populations, as discussed in the preceding section. The absolute number of persons with need for targeted outreach services is smaller in rural areas; distances are large; the cost of mounting such programs is high. In some rural areas, however, successful outreach programs have been developed and operated on a regional basis.

To summarize, the content of C&HE programs is not dependent upon the urban or rural nature of the program location. However, the urban districts, for structural reasons, are often better equipped to mount outreach programs and to introduce innovations in secondary programs.

CHAPTER 4

THE ROLE OF FEDERAL FUNDS IN PROMPTING RESPONSIVENESS

The purpose of this chapter is to discuss the role played by Subpart 5 dollars in bringing about responsiveness to federal priorities. The chapter begins with a longitudinal view of federal support to C&HE in relation to state and local support for programs. The first major section reports on compliance with the federally mandated uses of federal funds, while the second summarizes the choices states make once these requirements are met. The third major section describes a variety of factors which influence how states use federal funds. The fourth section delineates patterns in the use of federal funds, and the implications of each pattern for responsiveness. Finally, the chapter ends with a discussion of the "indirect" effects of federal funds.

I. THE EXTENT OF FEDERAL SUPPORT OF CONSUMER AND HOMEMAKING EDUCATION

Table 4-1 depicts the expenditures of federal funds and state and local funds in support of C&HE programs for the years 1972, 1974, 1977 and 1978, for the ten states and nationally.

Table 4-1

Expenditures in Support of C&HE Programs, Ten States and Nationally, 1972-1979

		Federal VEA Funds	State and Local Funds	Ratio of State and Local to Federal Funds
1972	National	$26,464,881	200,591,264	7.6:1
	Ten States	9,696,022	84,137,482	8.7:1
1974	National	31,806,160	235,599,636	7.4:1
	Ten States	12,088,938	97,497,297	8.1:1
1977	National	40,287,622	335,254,326	8.3:1
	Ten States	13,913,882	133,493,452	9.6:1
1978	National	37,341,508	390,856,918	10.5:1
	Ten States	12,798,080	149,975,101	11.7:1
1979	National	38,147,145	427,760,399	11.2:1
	Ten States	12,053,435	159,759,301	13.3:1

Source: OVAE, VEDS 1979

As shown in the table, throughout this period state and local financial support of C&HE has far out-stripped federal support. Furthermore, the ratio of state and local dollars to federal dollars has increased over this period. While federal support for C&HE grew by 44% nationally between 1972 and 1979 (24% in the ten states), state and local support increased by 113% nationally (90% in the 10 states).

At a ratio of over 12 to 1 (state and local to federal), federal Subpart 5 funds provide only a small portion of the funds which support C&HE. Thus, in order for states to move in the direction of federal priorities, they must bring their own resources to bear. Federal funds, at their most impactful, have the power to do two very important things. First, they provide states with financial assistance to fund programs which address federal priorities. Second, federal funds offer states an inducement to use state and local resources in support of federal priorities. The remainder of the chapter examines how states use federal money, the extent to which federal money prompts responsive behavior, and the extent to which it prompts investment of state and local dollars in support o[illegible]deral priorities.

Expenditure data presented in the tables below are taken from figures submitted by states to OVAE for 1978, or those included in 1978 Accountability Reports when the latter differed from figures compiled by the federal government. This combination was submitted for verification on-site to the individual in each state responsible for compiling expenditure data. At their suggestion, misleading figures--artifacts of definitional differences between the federal government and the state--were adjusted to more accurately reflect reality at the state and local level. On occasion, we were able to obtain additional expenditure data compiled by states for their own purposes, which they had not submitted to the federal government. When available it has been included.

II. COMPLIANCE WITH MANDATED USE OF SUBPART 5 FEDERAL FUNDS

The 1/3 SET-ASIDE

The law requires that 1/3 of Subpart 5 funds be placed in support of programs in economically depressed areas--areas that are less able to support their own programs. OVAE data indicate that the ten states studied more than comply with that provision (see Table 4-2):

Table 4-2:* Support provided for instructional programs in economically depressed areas (EDA) and non-economically depressed areas (non-EDA) by source of funds, ten states, 1978.

Source of Funds	Programs in EDA	Programs in non-EDA	TOTAL
Federal Subpart 5	$ 7,573,220	$ 3,555,421	$ 11,128,641
State & Local	$73,292,037	$73,030,561	$146,322.598
Total	$80,865,257	$76,585,982	$157,451,269

Source: OVAE

---

* In Table 4-2 and Table 4-3, only funds expended at the local program level were included; funds expended for ancillary services at the state level were not. In reporting to OVAE, however, states usually consider part of their state level ancillary services expenditures as EDA investment, in the same proportion as their investment in EDAs.

As the figures in Table 4-2 indicate 68% (or 2/3) of all Subpart 5 monies in support of programs, support those in economically depressed areas. In individual states, the range is from 26% to 100%; seven of the ten spend 50% or more in economically depressed areas. State and local monies provide for 91% and 95% of program costs in EDAs and non-EDAs respectively. The total state/local allocation is split evenly between the EDA and non-EDA; total program support is distributed about equally between less prosperous and more prosperous local recipients. It should be pointed out, however, that under the federal definition of "economically depressed area" under the Public Works and Economic Development Act, 80% of the nation's counties are economically depressed. For example, in New York, only half of Duchess County and half of Westchester County are not economically depressed. Thus, meeting the requirements for the 1/3 set aside is seldom a difficult task.

THE FORMULA TO DETERMINE NEED

Despite the fact that the law requires states to set aside 1/3 of Subpart 5 monies for those areas adjudged least able to support their own programs, the Bureau of Occupational and Adult Education (BOAE) has directed the states to employ the same fund allocation formula to Subpart 5 funds as is required in the allocation of basic grant monies. States have accommodated this dual requirement in a number of ways. Most commonly, they divide Subpart 5 monies into two "pots"--1/3 and 2/3--and then apply the formula to both. This assures that 1/3 of the monies go to programs in economically depressed areas, and that allocation of the remaining 2/3 goes to the neediest recipients first.

Formulas generally follow the Subpart 2 model, containing factors which taken together signify local need--assessed valuation of property, a high concentration of low-income families determined by higher than state average unemployment rates and dependence on public assistance. In addition, formulas contain factors related to program characteristics--total enrollments, number of males enrolled, a point system rewarding new or expanding programs over existing ones.

The fact that formulas are applied in the allocation of both the 1/3 set aside and the remaining 2/3 may explain the greater-than-required support for programs in less affluent areas. An additional explanation may be that, in several of the states visited, a great deal more than 1/3 of eligible recipients qualify as economically depressed when the formula is applied. Once eligible recipients have been ranked by formula, and the 1/3 set aside funds exhausted, many of the recipients of the remaining 2/3 qualify as economically depressed as well. Still another explanation for the greater than required allocation to EDAs may be a State's decision to allocate all or a significant portion of its federal money solely to programs in areas with a high concentration of poor people.

THE MATCHING REQUIREMENTS

To insure that federal monies do not supplant state and local ones, states must match federal support for programs at a rate of 50%. However, C&HE programs in economically depressed areas can be 90% federally-supported, with only 10% matching funds required. This requirement encourages the use of federal funds in support of programs in areas where local capacity is lowest. Again, the ten states we visited more than comply (See Table 4-3):

DIFFICULTIES WITH FUND ALLOCATION REQUIREMENTS

States are becoming accustomed to the fund allocation requirements. However, they are still in transition from a flat-rate system and problems remain. For example, in many of the rural states visited, economic depression can come swiftly to an area on the heels of one season's crop failure. Economic conditions can improve almost as rapidly, making for a certain amount of flux, and a great deal of bookkeeping. Some states complain that excess weight placed on the factor of assessed valuation of property, causes "pockets of poverty" in relatively affluent areas to be overlooked. Some states claim that the 1/3 set aside undermines their efforts to use state money to equalize financial support for education throughout the state. They claim that the 1/3 set aside requirement, in effect, disequalizes districts all over again.

We have said earlier that by monitoring parallel mandated management practices, the federal government can, by extension, monitor implementation. OVAE has been very active in its supervision of state's methods for allocating federal funds. Three of the states we visited began using the formula only after intervention by OVAE in 1978, 1979 and 1980, respectively. One state, until OVAE's intervention, used "having an chapter of Future Homemakers of America" as a factor in its federal fund allocation formula to C&HE. Another state, which is divided into several service regions, used to apportion money by region with allocation determined on a competitive basis within each. OVAE intervened, claiming this format did not allow funds to be sufficiently available to local districts. As a result, competition within that state is now statewide, with a proviso to accommodate the delivery system developed under the previous method of allocation. One state used to use rates of Aid to Families with Dependent Children (AFDC) as a factor in its formula, in lieu of unemployment rates. Their rationale was: unemployment rates are available only by county; counties don't always correspond to school districts; AFDC rates are available by school district; therefore, AFDC rates are a better indicator of a school district's poverty level. OVAE intervention, however, prompted the state to include unemployment rates as a very minor factor in determining need, allowing the retention of AFDC rates as the major indicator.

Given the broad definition of "economically depressed area" allowed by OVAE in the formula computation, it is questionable whether the 1/3 set aside for EDAs accomplishes the goal of ensuring that the districts with the greatest need receive larger amounts of federal funds. It is conceivable that a state may distribute a large proportion of its Subpart 5 funds to economically depressed areas without expending any funds in the *most* depressed areas, if no approved programs exist there. On the other hand, this study found a number of states which have developed C & HE programs specifically for persons in the most economically depressed areas, and funded these programs with Subpart 5 funds. States have a great deal of leeway in deciding how to use Subpart 5 funds, and the formula and set-asides in themselves do not assure that those most in need receive them.

Table 4-3: State and local matching funds in support of programs in EDAs and non-EDAs, and percentage of total support, ten states, 1978

	Educational Programs in EDAs	Educational Programs in non-EDAs
Federal Subpart 5	$ 7,573,220	$ 3,555,421
State and Local Matching	$73,292,037	$73,030,561
% of total provided by state and local matching	90%	95%

Source: OVAE

States are greatly overmatched, whether programs operate in economically depressed areas or not. In economically depressed areas, the range of matching by individual states runs from 49% to 98%, and half supply 90% or more of program costs with state and local money. In non-economically depressed areas, where a 50% match is required, state and local support ranges from 50% to 98% of total costs.*

States assure matching in a variety of ways. They may meet the matching requirements at the state level, or may require local recipients to do so. States which employ the latter method complain that exacting a matching requirement from locals limits the states' already limited ability to prod locals to mount a program where one is needed. Finally, states which earmark all their federal funds for programs on one educational level, may meet matching requirements by funding, with state and local money, all programs on another education level.

---

* One state which, although it far exceeds the matching requirement in economically depressed areas, fails to do so in non-economically depressed areas.

III. STATE DISCRETION IN THE USE OF FEDERAL FUNDS

Once states have accomplished the 1/3 set-aside, the distribution of funds via formula, and met matching requirements, they have significant latitude as to what they support with federal money. They may support programs offering a variety of subject matter at a number of educational levels, and may use funds to help support ancillary services, both state administration and research and development activities, designed to improve the quality of programs.

The law does not require that fund allocation slight the traditional aspects of C&HE in favor of newer ones. On the contrary, the law allows federal support for programs which present subject matter that has been part of C&HE since its beginning--that is, Foods and Nutrition, Clothing and Textiles and so on. Federal money may flow to C&HE's traditional delivery system-that is, the secondary schools. States may also place federal money in support of the field's less developed delivery systems, for which state and local support is lacking--for example, outreach programs for adults. What follows is a summary of the choices made by ten states, an aggregate look at where these ten place their federal resources-and where they place state and local resources, as well.

PROGRAMS AND ANCILLARY SERVICES

Table 4-4: Activity Supported by Sources of Support, Ten States, 1978

	Activity		
Source	Educational Programs	Ancillary Services	Total by Source
Subpart 5	$ 11,128,641	$ 1,728,259	$ 12,856,900 (8%)
State and Local	$146,322,598	$ 3,453,567	$149,776,165 (92%)
Total	$157,451,269	$ 4,817,876	$162,269,145
	(97%)	(3%)	(100%)

Source: OVAE, Accountability Reports, 1978

The preponderance of state and local support for the total program is clear--92% as opposed to 8% Subpart 5 funding. Educational programs receive some 32 times the amount of combined funding as do Ancillary Services--97% of the total. While the largest share of both federal and state/local funding supports educational programs, 92% of the total cost of educational programs is borne by the states.

Although federal dollars pay for only 7% of the cost of educational programs, they fund 36% of the cost of ancillary services. Therefore, while states use the bulk of all monies available to them to support programs, federal money plays a proportionately larger role in the support of ancillary services than it does in support of programs.

SUPPORT BY EDUCATIONAL LEVEL

Table 4-5: Expenditures of Combined Resources by Educational Level, Seven States, 1978*

	Educational Level			
Source of Funds	Secondary	Postsecondary	Adult	Total
Combined Subpart 5, state & local funds	$86,202,604	$ 6,812,939	$ 6,656,918	$99,672,461
% of Total	87%	7%	6%	100%

Source: OVAE, Accountability Reports, 1978

In the seven states for which data are available, a total of 87% of combined funding is used in support of programs at the secondary level. In those same seven states, secondary enrollments account for 69%, or a little more than 2/3, of total enrollments in 1978. Expenditures in support of postsecondary and adult programs account for 7% and 6% of the total, respectively. Fieldwork revealed that, due to definitional differences, adult programs which operate out of postsecondary institutions are sometimes counted as postsecondary, although they are not credit courses. Therefore, one can say that postsecondary and adult programs, together, receive 13% of the combined funding, and combined account for 31% of the total 1978 enrollments.** Comparing expenditures with enrollments, one finds that the greater secondary enrollments receive the larger share of the funds. However, secondary programs receive a proportionately larger share of the combined funding for their size, than do postsecondary/adult programs for theirs.

---

* Only 7 of 10 states were able to provide expenditure data broken out by level. Hence the total combined funding presented in Table 4-5 is $57,778,808 less than the combined total for the group of 10, presented in Table 4-4.

** A word of caution about comparing dollars with enrollments for adult versus secondary programs. Secondary programs are a minimum of a quarter long; adult programs may be as short-term as 10 hours.

The contrast is made keener if we put aside what we know of definitional problems and look separately at postsecondary and adult. Postsecondary enrollments are reported as 5% of total enrollments and receive 7% of the combined funding. However, adult enrollments are reported as 26% of total 1978 enrollments, and receive only 6% of the combined funding. Breaking out combined funding by source for programs at the three educational levels helps explain the disproportionate support (see Table 4-6):

Table 4-6: Support for Educational Levels by Source of Funds, Seven States, 1978

Source of Funds	Educational Level Secondary	Postsecondary	Adult	Total by Source
Subpart 5	$ 4,555,425	$ 504,952	$ 4,272,564	$ 9,332,941
State and local	$ 81,676,909	$ 6,307,987	$ 2,384,344	$ 90,369,240
Total support	$ 86,202,604	$ 6,812,939	$ 6,656,918	$ 99,672,461

Source: OVAE, Accountability Reports, 1978.

As Table 4-6 demonstrates, states divide the relatively small amount of federal money roughly in half, between secondary and adult programs (5% goes to postsecondary programs). States use 90% of their own resources for secondary programs, splitting the remaining 10% between postsecondary (7%) and adult programs (3%). It is clear that adult programs are far more dependent on federal dollars than are secondary programs: federal Subpart 5 funds accounted for 5% of the financial support of secondary programs, but 64% of the support of adult programs.

ANCILLARY SERVICES

Ancillary services are roughly of two types--administrative support at the state and local level, and research and development activities at the state and local level. Fieldwork revealed a great deal more than expenditure data show about which ancillary services states support. Inservice training may be wholly or partly federally supported; curriculum development and resource centers benefit significantly from federal funding. A good portion of what some states report as support to educational programs is really distinguishable as experimental programs and demonstration projects; finally, the figure some states report as state administration pays for leadership and evaluation services as well as administration. Whenever possible onsite, we attempted to correct these definitional problems, and were sometimes successful. In general, however, once a given activity is lumped with another and funded under a particular heading, it is impossible for states to extricate a dollar figure for one activity from the whole. As a result, with the exception of support for state administration and total expenditures, reliable data on the numerous other ancillary services eligible for funding is unavailable.

Therefore we shall confine our discussion to a breakdown of support for "administration" versus "research and development" activities (see Table 4-7):

Table 4-7: Combined by Type of Ancillary Service, Nine States, 1978

	State Administration	Research and Development	Total
Amount of Funding	$ 2,994,802	$ 1,817,530	$ 4,812,332
% of Total Funding	62%	38%	100%

Source: OVAE, Accountability Reports, 1978

Remembering that funding for ancillary services (in 10 states) comprises only 3% of total expenditures, one can see that nearly 2/3 of that amount supports state administration. Conversations with state supervisors, teacher educators, and regional and local consultants indicate that that figure may be slightly misleading. That is, while the 38% for research and development funds inservice, curriculum development, research, and evaluation that is not the extent of the support for these activities. State supervisors spend their time planning, coordinating, assisting and monitoring those activities--so, much of the 62% of funds officially listed as support for "state administration" rightly could be construed as supporting research and development as well.

The question of what role federal funds alone play in support for ancillary services aimed at program improvement requires a break-out of combined funding by source (see Table 4-8):

Table 4-8: Support for Type of Ancillary Service by Source of Support, Six States, 1978*

Source of Funds	State Administration	Research and Development	Total by Source
	Ancillary Services		
Subpart 5	$ 628,732	$ 218,794	$ 847,526
State and local	$ 2,029,877	$ 420,781	$ 2,450,658
Total resources	$ 2,658,609	$ 639,575	$ 3,298,184

Source: OVAE, Accountability Reports, 1978.

Seventy-six percent, or 3/4,of all the support for administration is state and local. Sixty-six percent, or 2/3, of all support for research and development is also state and local. Again there is evidence that states contributed much more than is required by the 50% matching requirement that applies to state administration.

Coordinating a state-wide vocational program, particularly in large states that employ regional C&HE staff, is expensive. This is especially true in light of the additional administrative duties occasioned by the acceptance of federal funding for programs. If federal money were not available to contribute 24% of the cost of administering the program, would states be as willing to invest the other 76%? For that matter, if federal money did not supply 34% of the cost of research and development activities, would states make up the difference and conduct these activities on the same level? Given the fiscal restraints felt by states, complaints by state legislatures that vocational education is "top heavy" with administration, and the urging of locals to spend even more directly on programs, it seems unlikely. Federal funds not only provide support for ancillary services, but also stimulate the investment of state and local resources as well.

---

* 6 of 10 states were able to provide reliable data on support for ancillary service by state and local resources.

In summary, states and localities pay for the overwhelming majority of costs incurred in running C&HE programs. Most states have begun to use the formula, and all exceed the 1/3 set-aside and matching requirements. Having met those requirements, states are free to determine the role played by federal funds in support of various aspects of the total program. In the aggregate, state and local dollars are far more likely to go to programs in secondary schools than to postsecondary or adult programs. States use Subpart 5 monies in almost equal parts for support of secondary programs and for adult programs. However, it is in support of adult programs, for which state and local support is lacking, that federal dollars play the largest role. States provide the major share of support for ancillary services. However, given the cost of administering C&HE programs, especially when federal funds are involved, the presence of federal support helps induce the investment of state resources.

III. FACTORS WHICH AFFECT STATE FUNDING PRACTICES

There are a number of factors which, together with what it is they wish to accomplish, influence how states choose to fund C&HE. These include:

- What the state leadership has determined to be the appropriate use of state, local and federal funds. That determination can be a function of history--for example, a tradition of routinely funneling a certain amount of the federal allocation to teacher education institutions. Or, that determination can be part of a strongly-held belief system--for example, that state decision-making ought not be dominated by the federal government; therefore, state administrators or teachers ought not be dependent on federal funds for their salaries.
- Whether or not the state legislature appropriates specific monies for the support of vocational education, including C&HE. States which enjoy ample state funding for C&HE are in a significantly different position from those in which C&HE programs depend for support on general education monies, or have no state education funding at all. Their decisions about the use of federal dollars vary accordingly.
- The customary way in which the state distributes federal funds to LEAs. Funds may be distributed on a competitive basis, contingent upon specific requirements. Or, they may be given to all vocationally-approved C&HE prgrams, on an entitlement basis. This difference contributes to the degree of awareness on the local level of where funds come from--and what, if any, specific goals they are aimed at achieving.

THE APPROPRIATE USE OF FEDERAL FUNDS

In one state, a state vocational education administrator told us, "To us, federal money is gravy....we supply the meat and potatoes." In that state, the leadership believes that too great a dependency by ongoing programs on the vicissitudes of federal funding is unwise; it is preferable to use federal funds to try out programs with uncertain futures, for which state support may be hard to come by. In that state, then, federal funds are devoted to "phasing in" new, revised or experimental programs on all educational levels. If a program proves viable (in this state, that equates to generating sufficient enrollment to justify its continuation) the program becomes state-supported, and federal money is withdrawn. Because local recipients are interested in programs which generate enrollment (and hence state funds), a federally-supported program that fails is dropped by the district's own accord.

In contrast, other states operate on the premise that existing programs deserve federal support, and that federal money should complement state and local resources to ensure program quality. One such state allocates a sum of federal money (determined by teacher, department size, and location) to secondary programs to pay for the travel expenses and room and board of teachers, in order that they may attend area and state inservice conferences and area and state FHA meetings. In addition, federal funds are used to pay the expenses of five classroom teachers who are selected to attend the annual meeting of the American Vocational Association.

THE PRESENCE OR ABSENCE OF STATE VOCATIONAL EDUCATION MONEY

States without specific state funding for vocational education may be of two varieties: ones in which there is very little state money for education of any kind, where education is locally-supported; and ones in which there is general education money which goes to districts to assist in the support of all public education. In the first variety--states with minimal state support for education--federal money is virtually the only money (save local support) at the disposal of C&HE

programs. In one such state, federal money is divided among all eligible school districts, resulting in sums as small as $286.* As little as some school districts receive, they are vehement about continuing to receive it, year after year. Although such small amounts of money are not capable of supporting much in the way of programs, teachers claim it gives them "clout." That is, in a school system which is 95% locally-supported, if the elected superintendent sees C&HE as foods and clothing, it is hard to argue with him. What the acceptance of federal funds does, though, is create a link between locals and the state, and provide leverage to the teacher who wishes to conform to state program standards.

In the second variety--the state which has only general education funds available in support of C&HE--federal money may fund special projects in the hopes that local recipients will assume the costs using general education monies to do so. One state in this situation attempted to begin new programs on the secondary and adult levels in this way. When it became clear that secondary school districts were unable or unwilling to assume the cost of the programs, the state Vocational Education leadership and the SACVE decided it would be more cost-effective to pull federal money out of secondary program support and devote it exclusively to programs on the adult level. Secondary programs, continuing to operate on the general education budget, benefit from federal dollars through state C&HE leadership which is in part federally-funded, and through attendance by a small number of secondary teachers at the federally-funded inservice for teachers of adults.

States which do enjoy specific state support for vocational education have more options in the way they use their federal funds. State Vocational

---

* The largest city in that state received about $37,000 in Subpart 5 funds in fiscal year 1978.

Education funds are distributed to all vocationally approved C&HE programs, thereby ensuring a link with state leadership, and adherence to basic program standards. The choice, then, really becomes one of using federal money to promote federal priorities--the specifics listed in Subpart 5--or using federal money to assure the realization of a goal which is not one of the specific goals articulated in the federal legislation. An example of the latter decision is provided by one state which uses federal funds to supplement teachers' salaries in renumeration for making home visits. Teachers' salaries, paid by State Vocational Education monies, are supplemented in ascending amounts of renumeration for increasing numbers of home visits. This funding practice is instrumental in assuring the continuation of a traditional aspect of home economics in that state.

THE CUSTOMARY WAY THAT THE STATE DISTRIBUTES FEDERAL FUNDS

In one state, once federal entitlement is determined, that money is pooled with state vocational monies--the allocation of which has also been determined by ranking districts in order of need. Funds arrive at the district level in an indistinguishable meld; inasmuch as federal money is used until it is exhausted, at which time state money makes up the difference, districts receive no more than the total amount they would have anyway, and it scarcely matters where the money comes from. Accounting required of districts for the expenditure of state money is minimal; accounting for the expending of federal money is likewise low. In this situation, the use of Subpart 5 monies is affected by two factors. First, as districts need to take no affirmative action to receive federal funds, locals know very little about the content of the enabling legislation.

Second, as the federal and state meld arrives at the local level with very few specific strings attached, and minimal accounting required, teachers do not know how much of the budget has been generated by C&HE enrollments, and have no way to assure that their programs benefit from the funds which the district receives for C&HE.

In sharp contrast is an allocation system in which the receipt of federal money is contingent upon specific conditions. That is, although districts are informed of the amount for which they are eligible, the requirements for its receipt are highly specified. In one such state, federal money is available to new or expanded programs only. Districts submit proposals, and the state, after determining relative need by formula, allocates federal funds to districts which submit winning proposals. Criteria are based on local need, and reflect the federal priorities expressed in Subpart 5. Therefore, local recipients not only know where their money comes from, but what they are to do with it.

What a state believes to be the appropriate role of federal money, and the customary way they allocate it to local districts,are obviously related. They combine to determine the role played by federal dollars in assisting state dollars to fund C&HE, to help the state accomplish its goals. Presence or absence of state Vocational Education money is certainly an important factor, but does not in itself determine the role played by federal money. In the course of fieldwork, three patterns emerged which describe the roles states assign to federal money. Each of the three have separate implications for responsiveness.

IV. PATTERNS IN THE ROLE OF FEDERAL FUNDS

THE INNOVATION PATTERN

States of the Innovation pattern are those which see federal money as money for experimentation--experimentation that will, it is hoped, improve the overall program in the process. Federal money is a way to introduce the new elements, cited in the legislation, into the ongoing program. Therefore, federal funds are distributed to accomplish those ends alone. Districts which plan suitable programs and can prove need are awarded federal money in response to their proposals. Should a state of the Innovation pattern enjoy state Vocational Education funding, it places that money in the support of ongoing programs, and targets federal money to achieve limited goals. States of the Innovation Pattern which do not benefit from state Vocational Education money may be forced to target federal money in an even narrower fashion--for example, to programs on one educational level only--to ensure that its effect is not diluted in piece-meal support of the entire system. State administration, however, continues to address programs on all educational levels.

THE MAINTENANCE PATTERN

States of the Maintenance pattern believe that federal money should be used to improve existing programs, and to strengthen the entire system. These states generally allocate money on an entitlement basis to local districts which conform to state program standards. If these states have state Vocational Education money, they use federal money in tandem with that money, in support of goals which may or may not reflect the specifics cited in Subpart 5. If they do not have state

166

vocational money, they use federal money to keep existing programs going and provide for them a link with state leadership.

Among the ten states studied, two conformed to an Innovation pattern while three others used their federal funds according to a Maintenance pattern. Before discussing the five that fell between, the two extreme types are summarized in the chart below.

Figure 4-1: Patterns in the Role of Federal Funds

	Pattern	
Characteristics	The Innovation Pattern	The Maintenance Pattern
Appropriate Use of Federal Funds	For experimental purposes, to support programs with uncertain futures.	To promote program quality of all existing programs.
Method of Allocation	In response to proposals, judged using criteria which reflect the specifics of Subpart 5.	On an entitlement basis, to all vocationally approved C&HE programs.
With State Support for Vocational Education	Specific focus is singled out for federal funding, state dollars support ongoing programs.	Federal money augments state Vocational Education money, to ensure compliance with a specific program goal.
Without State Support for Vocational Education	Federal money is used in highly concentrated way--e.g., for adult programs only.	Federal money distributed to all local programs to provide a link with state leadership, and ensure adherence to program standards.

THE PARTIAL-INNOVATION PATTERN

States of the Partial-Innovation pattern are predominantly another pattern, usually a Maintenance one, but have within this programs aspects of an Innovative pattern. The following examples should clarify the role played by federal funds in states of the Partial-Innovation pattern.

- A state with state Vocational Education funding uses the major portion of its Subpart 5 monies to augment state money in support of ongoing programs--the Maintenance pattern. However, the state uses a portion of its federal dollars as a cash incentive to local schools to encourage innovation. The state has developed a non-laboratory adult living course, emphasizing Parenting, Consumer Education, and Nutrition Education. The SACVE of that state has highly praised the curriculum, recommending its implementation in K-12 throughout the state. State C&HE leadership has determined that a good use of federal dollars is to offer it in one-time-only $1,000 allotments to local schools to help defray the cost of initiating the new course.
- One state with state Vocational Education money conforms to the Maintenance pattern, in that much of its federal money supplements teachers' salaries contingent on specific responsibilities, such as home visitation. However, the fact that this state has the nation's highest rate of teenage pregnancy was of great concern to the state supervisor. Enlisting the aid of state human services leadership, she found that one in twelve girls in the state became pregnant between the ages of 15 and 19, that malnutrition among mothers contributes to a high rate of abnormal births among their offspring, and that the state was spending many millions of dollars annually to provide services to children with special needs.

She designed a three year project in Nutrition and Parenting Education, which in 1977 funded three projects in response to proposals. Each project was funded for a three year period using federal money to support a full-time teacher as well as instructional supplies and fixed costs. In 1980, the last year of project funding, smaller amounts of federal money are available for a larger number of school districts. This time the funds are for one year and pay only for teacher training in the use of a curriculum developed during the project's first phase, and for audio-visual and supplementary instructional materials. The aim is to encourage local school districts to support project teachers with their allocation of state Vocational Education money, and institutionalize the program so that federal dollars can eventually be withdrawn.

- One state which does not have state Vocational Education money uses its federal funds in a Maintenance pattern--to underpin secondary programs and a very large and established postsecondary delivery system. Adult programs have operated out of the postsecondary system for some time, in a school or satellite setting, and frequently on a fee basis. In 1979, the state coordinator of postsecondary programs was able to "liberate" a small amount of money and acted quickly to issue an RFP to fund a number of outreach programs. One funded program operated in a remote rural location, presenting bilingual instruction to teenaged parents and senior citizens. Several dozen workshops were held, free of charge, on such diverse topics as choosing a doctor, energy efficiency, and consumer fraud. Modules were developed for each of the workshops, and are available for use throughout the state.

- The "liberating" model was used by another state which operates largely in a Maintenance pattern. Discovering an extra $18,000 in the state's Subpart 5 allocation, the State Supervisor quickly sought approval to earmark these funds for mini-grants available to school districts, health care institutions and correctional facilities to serve the special populations identified in the law. At the time of our visit, a juvenile detention center was a likely recipient of a mini-grant, and the State Supervisor was working closely with the applicant to help improve plans for the program.
- Although it is most generally the case, Partial-Innovation states are not always dominantly Maintenance with features of an Innovation pattern. Until 1977, one state used federal funds by contract, for secondary Consumer Education programs in economically depressed areas only. In addition, since 1970, federal funds have supported a major outreach program through a contract with the Cooperative Education Service. As a result of the highly specialized use of federal funds, the remainder of C&HE programs at the secondary level were not vocational in nature--that is, they were locally supported, and did not benefit from a link with state C&HE leadership.

  The state's home economics teachers association disliked the fact that, unlike the home economics gainful programs, C&HE lacked genuine state-wide recognition. They lobbied strenuously for general support for all C&HE secondary programs--for program standards and some form of entitlement based on satisfaction of them. Their efforts were successful and in 1977, a portion of federal money was extended to provide support for all C&HE programs on the secondary level, while continuing the contract with the Cooperative Extension Service to provide outreach programs. Thus, this state moved from an Innovation pattern to a Partial-Innovation pattern.

IMPLICATIONS FOR RESPONSIVENESS

Funding Patterns and Change

States use federal funds according to either an Innovation or a Partial-Innovation funding pattern to increase responsiveness to the specifics in Subpart 5. An Innovation pattern results in increased responsiveness because this pattern prompts change by funding only those programs which are directly reflective of Subpart 5. In states characterized by an Innovation pattern, federal funds are the key to increased outreach efforts, service to special populations and stress on the content areas emphasized in the law.

A Maintenance pattern does not prompt greater responsiveness; rather it results in a continuation of the same level of responsiveness because federal dollars are used to augment state and local dollars in providing ongoing support for existing programs--responsive and non-responsive alike. Change is a function of program standards, curriculum guides, or inservice training which reinforce federal priorities, and are partially federally-supported. However, the role of federal funds in prompting change is considerably smaller in the Maintenance pattern.

The Partial-innovation pattern is most common. Here, federal dollars act to introduce small amounts of change into the system, by supporting programs which are a direct reflection of the specifics in Subpart 5. Federal dollars fund new programs while existing ones continue to receive the federal support to which they are accustomed. Pending the success of these federally-funded experimental programs, the programs may become a permanent part of the state C&HE program, and prompt even more change in the direction of federal priorities.

The Funding Pattern on the State Level

In states which employ the Innovation pattern, the Vocational Education leadership is more familiar than usual with the objectives of C&HE and shares responsibility for achieving the specific goals of Subpart 5. This is not surprising, as the Innovation pattern involves a deliberate strategy in the distribution of federal funds to local districts--a strategy that requires the collaboration and consent of the Vocational Education hierarchy which controls the budget. In these states, while the State Supervisor remains central in defining the content and objectives of fundable programs, the rest of Vocational Education is instrumental in designing funding practices which reward responsive ideas with federal money.

States which employ the Maintenance pattern are states in which the State Supervisor maintains greater control than most over the budget for C&HE. Control of the Subpart 5 budget by the State Supervisor is in a sense nominal, because it is contingent on leaving well enough alone. Earmarking federal funds for a specific purpose would entail prevailing on local districts to accept a reduction in the support of ongoing programs. Since in the Maintenance pattern states, federal funds are indistinguishable from state funds, this reduction would appear to be a cut-back in state funding, an appearance the state agency is eager to avoid.

States of the Partial-Innovation pattern encounter the problems one might expect when introducing aspects of an Innovation pattern into a state where funding conforms to a Maintenance pattern. Here the impetus for change comes from the State Supervisor. In order to earmark any amount of federal funds for a specific purpose, the State Supervisor must first convince the rest of the Vocational Education hierarchy that the potential benefits are worth the trouble. The state must agree to a reduction in overall funding to existing programs, and hope that the response on the local level (to RFPs) justified the departure from routine entitlement funding. Partial-Innovation funding is most difficult in states which offer little or no state support for Vocational Education, in which evenly distributed federal money provides the only link between local programs and the program standards issued by the state agency.

Impact of Funding Patterns on the Local Level

On the level of the local school district, one cannot underestimate the role of personal initiative on the part of the classroom teacher. Teachers vary in their willingness to try out the newer emphases of Subpart 5. When they wish to, their principals and superintendents vary in the degree to which they are willing to support them. In their efforts to persuade higher-ups of the benefits of, for example, a class in parenting, teachers gain considerable "clout" by citing the legislation. Obviously, when the state's funding pattern reinforces the specifics in the law--as in a Innovation or Partial-Innovation pattern--that clout is increased. When federal funds are distributed on an entitlement basis, merged with state funds, the teacher has less bargaining power.

The decentralized nature of the education system dictates that much of what goes on in the classroom is a function of local decision-making.

Under the Innovation or Partial-Innovation patterns, locals choose from a list of fundable activities--derived from the specifics of Subpart 5--to which receipt of federal funds is attached. Under the Maintenance pattern, funds are indistinguishable from state monies; therefore, there is little need for locals to know what it is that Subpart 5 monies are aimed at achieving. While locals are free to spend federal money to increase adult programs, they are equally free to choose the less expensive course of simply maintaining existing secondary programs.

The key element in the role of federal funds at the local level is their degree of visibility. The more visible the source of the money, the more likely it is that the program it funds will respond to federal priorities. In the Innovation and Partial-Innovation patterns, receipt is contingent on planning a program to address the specific activities contained in Subpart 5, and Congressional intent is backed up by the chance for locals to obtain categorical funding. The relationship between federal money and the specifics in Subpart 5 is clear--the effect is undiluted, federal money is highly visible, and its potential for impact great. In the Maintenance pattern, federal money--and Congressional intent--are less visible at the local level. Therefore, the presence of federal money is less likely to bring about change there. Finally, when change is accepted on the local level, the chances are greater that responsive activities will become institutionalized--and will prompt the investment of state and local dollars in their continued support.

V. THE INDIRECT INFLUENCE OF FEDERAL FUNDS

The term "ripple effect" may be used to explain whe C&HE programs which receive no federal money respond to the federal legislation, although they are under no legal obligation to do so. While this study focused on only those programs which receive federal funds, field work revealed that often programs which receive no federal funds do indeed respond to federal priorities. This indirect influence is principally a function of state and federally-funded ancillary services designed to improve program quality--inservice training, curriculum development, and state administration.

In many states, inservice training activities are not limited to teachers in vocationally approved programs. State supervisors invite general Home Economics teachers to inservice activities; while they usually must pay their own way, many attend. Curriculum materials as well are available to all teachers. In one state, teachers in parochial schools use the new state-developed C&HE curriculum.

In another state, one district chooses not to accept federal funds because its administrators do not wish to comply with that portion of the state standards which requires teacher to conduct home visits. Yet the C&HE programs in the district follow state curriculum guidelines and some of the teachers attend yearly inservice meetings at their own expense. We were informed of parallel situations in a few other states, where districts rejected federal funds for philosophical reasons, yet the teachers follow state recommended guidelines voluntarily.

Federal support for curriculum and program development may also benefit local programs which, because of state policies, receive no federal support. States do not use Subpart 5 funds below the ninth grade level, as a matter of a state law and policy. Yet in all states there are home economics programs at the junior high school level supported by state and local funds; in some of them, state supervisors and other state and regional staff provide leadership to those programs as well. State and locally supported junior high school level programs generally consist of a required sequence of elective courses--Home Economics, Industrial Arts, Art, Music. A fundamental reason for instituting this sort of exploratory program is to promote sex equity. Even where all students are not required to take Home Economics, teachers report that male students enroll in their courses, as peer pressure supporting sex stereotyping is less inhibiting in the 7th and 8th grades.

In small school districts, grades seven through twelve may share teachers as well as facilities. There, junior high school programs are often taught by vocationally approved teachers who have attended inservice sessions and are familiar with the federal priorities. No state provides direct support to elementary level programs, but several produced curriculum guides for use at that level. One state produced a guide for Nutrition Education at the elementary level, another a curriculum guide for Consumer Education addressed to kindergarten through the twelfth grade.

Another example of the indirect influence of federal funds is provided by a state in which state policy gives the vocational education agency supervisory responsibility for general as well as vocational-approved C&HE programs. In that state, receipt of state and federal money is contingent on compliance with state program standards. The standards for vocational and general C&HE programs are virtually the same; yet general C&HE programs receive no federal funding. Both sets of standards are reflective of the law. One would expect, then, that both general and vocational programs would be similar in terms of responsiveness. This expectation is on the whole correct, but where there are more traditional "cooking and sewing" oriented programs they are general and not vocational. Because the general programs receive no additional funds, the ability of the state to exert control is extremely limited.

This last example points up the chief danger in putting too much weight on any indirect influence federal funds may have. They can prompt change in programs not in direct receipt of federal money, but when they do it is essentially a "free gift." That is, while the C&HE professional network in the states extends to all vocational and non-vocational teachers, and while inservice is open and curriculum materials are widely distributed, their impact on non-funded programs cannot be predicted or controlled. Programs may voluntarily comply with state program standards because they provide measures of good educational practice, but states usually cannot enforce compliance without the leverage provided by direct funding.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

I. CONCLUSIONS

The purpose of this report has been to assess the response of the Consumer and Homemaking Education system to the Education Amendments of 1976. It has been a difficult task, for two reasons. First, the legislation does not establish absolute criteria useful in judging the response of the C&HE system. Subpart 5, while it contains many specific references regarding high priority content areas and populations with special needs, does not mandate that these populations or content areas be the sole focus of federally-funded programs. Instead, the legislative language provides justification for funding the most traditional as well as the most innovative C&HE activities.

An initial task of the study, then, was to establish a working definition of responsiveness which would reflect Congressional intent. Our operational definition of responsiveness involved change. Therefore, while legally states could use federal funds to maintain traditional C&HE programs, we held that change in the direction of the specifics listed in Subpart 5 indicated responsive behavior. The more a state C&HE program included greater emphasis on high priority content areas, increased effort to serve groups with special needs, and a heightened awareness of the need for sex equity in C&HE instruction - the more responsive to the "spirit of the law" was that state's C&HE program. In summary, the more a state directed its C&HE program to provide socially relevent instruction to those most in need, the greater was that state's respons to the legislation.

A second problem arose in the extreme variability within the C&HE system. This is both a product of the profession's desire to remain flexible enough to meet changing societal needs, and a product of the differing ideological perspectives within the field itself. C&HE programs offer instruction in everything from budgeting and coping with the family problems of alcoholism and divorce, to gourmet cooking and "mock weddings." No two home economics programs are exactly alike. The factors which account for the character of programs arise from within the state and very often from within the school district at the building level, or even from the background and inclination of the individual teacher. For these reasons, after visits to 100 programs in 10 states, it is impossible to state that the majority or minority are responsive, or to place overall responsiveness at one point along a scale. Fortunately, as this study has not been an evaluation, an attempt to quantify responsiveness has not been necessary. What this study has been able to do is to identify those parts of the law to which the system has responded more or less fully, and offer explanations for the field's differential response. It is also possible to identify the extent to which responsive programs are typical and not just the response of a determined few. Finally, it is possible to specify those elements which facilitate C&HE activities which are responsive to the "spirit of the law" - some of which the federal government could reinforce with new legislation. The Conclusions section of this final chapter summarizes these findings. The section has three major parts: 1) "System Response to the Legislation" with specific regard to high priority content areas, sex equity, and service to groups with special needs; 2) "System Characteristics which Affect Responsiveness", summarizing why and how states respond; 3) "The Impact of Federal Funds", summarizing the role which federal funds play in prompting responsiveness.

SYSTEM RESPONSE TO THE LEGISLATION

EMPHASIZED CONTENT AREAS

Subpart 5 encourages the use of federal money in support of programs which consist of, "but are not limited to, consumer education, food and nutrition, family living and parenthood education, child development and guidance, housing and home management (including resource management) and clothing and textiles." These six areas are required in all vocationally approved C&HE programs; they are consistent with the set of skills the field defines as essential for homemaking, and are present in virtually all state C&HE programs. Therefore, the system has responded by providing all six.

However, Subpart 5 further states that C&HE programs are to "emphasize consumer education, management of resources, promotion of nutritional knowledge and food use, and parenthood education to meet current societal needs." This research found that rather than divert its attention from any of the six subject areas, the field has chosen to incorporate the special emphases into the existing curriculum structure, and not to make them separate courses. This pattern is particularly evident in secondary programs. The emphasized concepts are "infused" in course content; for example, nutrition education concepts are a part of housing and home management skills, budgeting concepts are a part of family living skills.

These concepts are most often "infused" in courses on Foods and Nutrition, Family Living, and Housing and Home Management. Enrollment data from the years 1972-1978, with the exception of Foods and Nutrition, do not show increased enrollments in these courses. Foods and Nutrition programs at the secondary level, as demonstrated by state-developed curriculum materials and the field's own self-evaluation, spend more time on food preparation than on concepts of nutrition.

There is some merit to the "infusion strategy." However, the "infusion" strategy renders increased emphasis on high priority content areas virtually unmeasurable. It is impossible, especially in traditional secondary programs to determine whether the infusion strategy prompts a genuine or a merely semantic response to the legislation. On the whole, in secondary programs still the focus of most of the field's attentions - traditional aspects linger, while newer emphases are "infused." Changing the emphasis of existing programs requires the decision to leave out more traditional parts of the curriculum. Therefore, the newer the course or type of program the more clearly they stress the emphasized content areas cited in the law.

Outreach programs for youth and adults, the most recent C&HE programs to develop, are targetted groups with special needs and are most likely to focus on the areas given high priority in the law. Increased emphasis on high priority content areas is most clearly seen, on the secondary level, in the newer "Adult Living" courses which concentrate on the essential skills needed to function as an adult. These comprehensive courses, most often offered to juniors and seniors, and sometimes involving no laboratory equipment, are becoming increasingly common in high school C&HE programs. The courses typically contain units on parenting, nutrition and consumer education, as well as family relations, careers, housing and resource management.

In summary, the newer the program, the greater its responsiveness in terms of content. In traditional high school programs, the specified content emphases are not foreign to the existing curriculum; therefore the "infusion strategy" is justifiable. However, in newer secondary "Adult Living" and adult outreach programs with content specific and limited, increased emphasis is measurable; in traditional high school curricula where newly emphased areas are infused, it is difficult to be as conclusive.

SEX EQUITY

The system has responded to the goal of increasing the participation of males in C&HE. Nationally, male enrollment in C&HE programs has incrased from 7.9% of total enrollment in 1972 to 19.8% in 1978--a greater shift toward balanced enrollments than any other vocational education program. In absolute numbers, male enrollment in the ten states nearly tripled from 1972 to 1978. In addition, males are participating in almost all of the subject areas of C&HE, rather than only a few. The exception is the Clothing and Textiles areas, where male enrollment remains low, although overall enrollment is large.

State-developed curriculum materials, in use primarily in secondary schools, have been revised to be sex-neutral. Only a few, however, are genuinely successful in eliminating stereotypical images of males and females in the home and at work. Further, while the legislation specifically suggests that curriculum materials include discussion of laws that guarantee parity between the sexes, state curriculum guides neither contain these laws nor suggest discussion of them.

The increase in male students in C&HE is not a function of demographic differences among states; in all states males comprise about 20% of C&HE students. Junior high schools offer exploratory programs that require the participation of all students in C&HE, often in conjunction with other elective subjects. These classes may explain some of the increase in male enrollment although the manner in which data are collected does not allow us to isolate their effect on enrollment. In addition, newer secondary offerings, such as Adult Living, are consciously geared to attracting male students and so it is likely that they are responsible for attracting males to the program.

Adult programs often serve populations in which women are overrepresented, such as the elderly, single parents and displaced homemakers. In these programs, the primary goal is to meet identified social, economic and cultural needs; sex equity has been, quite appropriately, a secondary consideration.

The elimination of sexually-segregated secondary classes through Title IX played a major role in achieving sex equity within C&HE and all of Vocational Education by eliminating sexually-segregated classes. As vocational and professional opportunities for female students increase, fewer female students are enrolling in C&HE courses. The increase in male students accounts for virtually all of the 17% growth in the program since 1972. It is clear that now C&HE and Vocational Education are competing for the same students; no one program draws from a single-sex pool. It may not be an overstatement to conclude that the increased participation of boys in home economics is responsible for the continued survival of the program. However, enrollment figures indicate that the most popular specialized C&HE courses - Foods and Nutrition and Clothing and Textiles - are not those which are most gender balanced. Rather, the courses with the highest proportion of male enrollments are Consumer Education and Family Living and Parenthood Education, programs with two of the smallest overall C&HE enrollments.

OUTREACH PROGRAMS TO GROUPS WITH SPECIAL NEEDS

The legislation urges states to place federal funds in support of programs for economically and educationally disadvantaged persons, and for persons with other mental or physical handicaps which place them in special need. States typically conceive of educationally and economically disadvantaged as one and the same, although the latter denotes a geographic location and the former, a characteristic of a population. On the state level, this joint designation makes a great deal of sense and does facilitate the targetting of federal funds to these groups.

The ten states, on the average, place 68% of their federal dollars in economically--depressed areas; individual states range from 25% to 100%, with 7 out of 10 targetting 50% or more. The formula used to determine economic depression and the required 1/3 set-aside, then, are well-met. However, this research found that the elements of the formula may be inadequate to determine genuine need; for example, in one state only half of two counties do not qualify as economically depressed. This would indicate that were the formula more restrictive, areas of more extreme economic depression would receive an increased share of the federal dollars.

Only a few of the populations specified in the law are present in the secondary school. Where the number of handicapped students or school-aged parents is sufficient and the value of C&HE for these groups is recognized, targetted and remedial programs are offered within secondary schools, with excellent results. In schools within poor communities, teachers tailor the entire C&HE program to the needs of economically disadvantaged students.

States and localities provide only 1/3 of the operating costs of programs for adults; while 95% of the cost of secondary programs is state-supported. Adult programs are thus much more dependent on federal support. Of the ten states involved in this research, all but two use federal funds to support outreach activities to groups with special needs. Of the eight which do, five have extensive outreach programs which predate the 1976 legislation. The remaining three conduct less elaborate outreach programs, begun in response to the 1976 legislation.

Of the populations mentioned in Subpart 5, outreach programs serve the disadvantaged and the elderly most extensively. Focusing on the needs of persons in economically depressed areas has been explicit in the federal legislation since 1968; in fact, all of the largest outreach programs began in response to that charge (or even earlier), and serving the poor is still their primary focus. The elderly are receptive to C&HE outreach programs and are served with relative ease in community centers for senior citizens. On the other hand, states have not been successful in mounting programs in correctional institutions. Operating C&HE programs within security guidelines can be difficult, as is finding teachers willing to develop a program in a correctional institution. Programs for court-referred individuals and those in pre-release settings are generally much more successful, and very effective. In addition to those groups specified in Subpart 5, C&HE conducts outreach programs for Indochinese refugees, displaced homemakers, and military families.

The most effective outreach programs function within a delivery system distinct from the secondary schools. Separate delivery systems have the staff to design and implement outreach programs, and to establish the linkages with human service organizations so essential in serving special populations. Secondary teachers do not have the time to perform these tasks; when secondary teachers instruct adults at night, the goal is more often enrichment rather than remediation.

Well-developed outreach programs operate in the more populous states, where there are large urban areas and the need for a remedial approach is more apparent and recognized. In the less populous states, where population is dispersed and the need for a remedial approach less recognized, outreach programs are smaller. Rural states have encouraged the operation of C&HE outreach programs that function with basic equipment out of mobile vans, or even from the trunk of a teacher's car. Outreach programs take time to develop. They require coordination, planning, and persistence. They also require, to be effective, channeling funds away from the established delivery system of secondary schools. This is often difficult because of entrenched interest groups which favor a continued level of support for high school programs, and because adult programs require more time to prove their value.

Fulfilling the federal preference for service to special populations sets up a logical tension within the C&HE system. In all states, enrollments justify programs. Few secondary systems have sufficient numbers of any given population cited in the legislation to justify a special program, yet it is the secondary schools which provide C&HE with most of its enrollment. In addition, schools are operating under a mandate from P.L. 94-142 to mainstream special needs students in regular classroom programs. Adult programs are usually small and of shorter duration; organizing outreach efforts requires staff not always available, especially in essentially rural states. Not surprisingly, the states which have been most successful in their outreach efforts are those wherein urban settings provide already assembled groups reached through liaisons with social service agencies, sufficient federal funding to mount distinct delivery systems, and educational hierarchies that recognize the value of adult education and are willing to make the major policy decision necessary to shift adequate support in that direction.

SYSTEM CHARACTERISTICS WHICH AFFECT RESPONSIVENESS

THE NOTION OF HOMEMAKING AS AN OCCUPATION

Consumer and Homemaking Education is anomalous within contemporary Vocational Education. It is preparation for unpaid labor, in a time when few can afford to prepare for a future that does not include wage-earning. In the 1976 legislation, C&HE is referred to as preparation for the "Occupation of Homemaking." While occupational status recognizes the monetary value of work performed in the home and give C&HE a vocabulary common with the rest of Vocational Education, that designation is largely rhetorical.

The concept of "dual role of homemaker and wage earner" contradicts the notion of "homemaking as an occupation." Instead, it reflects the fact that "homemaker" is only one of the multiple roles performed by men and women today. Homemaking skills are essential to maintaining personal and family well-being, but they are no longer appropriately viewed as the sole province of one family member who chooses unpaid labor in the home as a vocation. Again, homemaking is only part of what modern Americans do. Therefore, to describe C&HE as preparation for the "Occupation of Homemaking" is akin to describing Driver's Education as preparation for the "Occupation of Driving."

We submit that neither the field nor the rest of Vocational Education has come to grips with the anomolous nature of C&HE within Vocational Education. Efforts by the federal government to insure responsiveness through mandated planning and evaluation procedures do not promote responsiveness in C&HE. That is, in practice the rhetorical parallel between the Occupation of Homemaking and the occupation of e.g., "air conditioning repair" breaks down. As a consequence, the radically different goals of a C&HE program figure very little in the states' planning for wage-earning Vocational Education programs.

In most states the basic assumptions of the C&HE program go unexamined by the Vocational Education community at large. The mechanisms which govern most of Vocational Education simply are not useful to C&HE, and the gap between the goals of Vocational Education and C&HE widens. We would argue that, while homemaking may not qualify as an occupation, the skills necessary to make and maintain a home are vital to all vocational students. Therefore, excluding C&HE from the Vocational Education planning process limits the effectiveness of the rest of Vocational Education to truly prepare its students for the future. Vocational students are very apt to leave secondary or post-secondary training and before long begin to earn wages and start families. Yet most of Vocational Education does not prepare them to manage their wages, or equip them to be successful in their efforts to establish a home and family. Only home economists have been charged with meeting the "social, economic, and cultural needs" of students, while the rest of Vocational Education focuses on the needs of labor and industry. What is lost by this division is a statewide--and nationwide--recognition that homemaking skills are a natural adjunct to wage-earning skills.

We submit that the most obvious role for C&HE to play within Vocational Education has been overlooked. Every young person and adult enrolled in secondary, postsecondary and manpower training programs for paid employment could benefit from what C&HE can teach them. These students need to learn not only how to make money, but also how to spend it to achieve individual and familial well-being. They all need to know how to feed themselves and their families in a nutritious and economical manner, how to make sound housing choices, and how to relate effectively with their parents, spouse and children.

This "adjunct role" has been recognized by some states--for example, all students enrolled in Georgia's postsecondary Vocational Technical institutions are required to take a half-semester course in Consumer Education taught by home economists. The increase in secondary-level "Adult Living" classes points to another recognition of the value of basic homemaking skills. Programs for adults often help students cope with pressing social and personal problems, and to gain the confidence necessary to take the next step in the educational process. As such, these programs serve as an adjunct to wage-earning programs in public schools, and may funnel students into CETA programs or postsecondary training.

In sum, it is no more realistic to state that homemaking is as much an occupation as air-conditioning repair, as it is to say that either field of study is for one sex only. We conclude that basic homemaking skills are essential for everyone, especially Vocational Education students about to assume adult roles, but that homemaking for most Americans is a part-time job. Calling homemaking an occupation, no matter how anomolous within a field dedicated to preparing students to earn wages, obfuscates the real value of C&HE, keeps C&HE from benefiting from broad based planning, and amounts to missed opportunities for the whole of Vocational Education.

THE LANGUAGE OF THE LAW

Subpart 5 of P.L. 94-482 permits the use of federal funds in support of virtually every aspect of C&HE. The vast majority of the field's activities are listed; those that are omitted are covered by the phrase, "to include but not limited to." Federal legislation has suggested many changes in C&HE since C&HE was distinguised from occupational Home Economics in 1963. New audiences and approaches have been added, yet the traditional has been maintained in the language of the law. The result is a tremendously expanded charge to the field, and a commensurate amount of latitude in interpreting Congressional intent.

For the purposes of this study, we took the specifics of the legislation as the expression of Congressional intent; change in that direction as a measure of responsiveness; innovation and service to disadvantaged populations as the hoped-for result of the federal presence. That interpretation is available to the states as well, and has been opted for by some. However, the inclusive nature of Subpart 5 allows states to interpret the law as reinforcing the more traditional elements of the field, thereby hampering the ability of the federal legislation to prompt change. The inclusive language of the law reflects the controversy that preceded its enactment. As finally drafted, the law is a definition of C&HE rather than a statement of what federal Vocational Education Act funds are intended to promote.

Because of its broad, definition-like character, it is difficult to attribute change directly to the legislation itself. The legislative stimulus is simply too all-inclusive to predictably control states' behavior. As already mentioned, C&HE typically is excluded from planning and evaluation mechanisms designed to prompt responsiveness. What, in actuality, accounts for how and why states respond is a complex mix of intrastate factors that are currently not subject to manipulation by the federal government.

INTRASTATE FACTORS WHICH DETERMINE THE NATURE OF RESPONSIVENESS

Individual states vary a great deal in terms of responsiveness. The reasons for this variation have been noted throughout the report and appear in various combinations in every state. This section summarizes the four most common determinants of how and why the system responds--conditions which facilitates change when change is needed. These conditions are: the position of C&HE within Vocational Education; the role assigned to federal funds; the C&HE professional network; local receptivity to change.

193

1. The Position of C&HE Within the State Vocational Education Hierarchy

This is the most influential element in determining how and why the system responds to the legislation. In a few states, by virtue of the organization of the state Vocational Education agency, familiarity with and responsibility for C&HE is generalized throughout the agency, and efforts to change the C&HE program have broad support. However, this is not the norm. More typically, C&HE is excluded from broad-based planning and the responsibility for C&HE programs rests heavily with the State Supervisor. While she may enjoy informal support from the rest of Vocational Education, C&HE is principally her concern and a great deal depends on her inclination and determination. Change occurs when the State Supervisor takes the lead and is able to persuade the Vocational Education hierarchy of the benefits to be derived from change.

2. The Role States Assign to Federal Funds

When federal funds are used by states in a targetted and highly visible manner, they prompt change. When states make their receipt contingent on conditions which reinforce federal priorities, federal funds prompt responsiveness. If locals must compete for federal dollars, they are familiar with the law and know what federal dollars are intended to promote. When federal funds arrive at the local level in categorical form, federal dollars play an important role.

On the other hand, when states use federal funds to buoy the entire C&HE system, either alone or together with state money, federal funds are less likely to prompt change. When they arrive at the local level in an indistinguishable meld with state money, federal funds are not visible--there role is not distinct from that of state dollars. When they are distributed to all vocationally-approved programs on an entitlement basis, there is less likelihood that locals know what federal funds are intended to promote.

When federal funds do not arrive at the local level earmarked for a specific purpose, they may benefit local programs, but those programs usually do not depend upon federal money for their survival.

3. The C&HE Professional Network in the State

The state network consists of the State Supervisor; teacher educators; professional associations; state office, regional, and local C&HE specialists; and classroom teachers. These individuals can work together or at odds with one another to promote change and greater responsiveness. Whether they do or do not support change depends on a number of things: their own professional ideology regarding the primary mission of C&HE; what change would mean in terms of the programs in which they are most invested; the amount of support they enjoy from their colleagues and superiors. When the state network, in whole or in part, supports change, it has numerous means at its disposal with which to reinforce federal priorities: e.g., inservice training; program standards; curriculum materials.

4. Local Receptivity to Change

Local school districts seldom rush to support change--it is disruptive, expensive, and time-consuming. Shrinking high school enrollments and local budget crises prompt a return to "basics," a reduction in electives, and a retrenchment of traditional attitudes. These, in turn, discourage change and experimentation on the local level. Typically, local decision-makers are very sensitive to state agency directives to change. Change occurs only through persuasion and education, and takes a great deal of time. Programs, especially new ones, need time and continued funding to become institutionalized. Generally once these have proven their value, resistance to further change is reduced.

195

These four conditions are related--the nature of one bears an immediate effect on the other three. For the state to be responsive, all four need not be lined up on the side of change. Rather, one can compensate for another, and responsiveness can still result.

For example, let us examine the usual case in which C&HE, while it is part of the administrative structure of Vocational Education, is peripheral in the state's Vocational Education planning process. This places a great deal of responsibility on the State Supervisor and the rest of the C&HE professional network. In this case the State Supervisor writes the subpart 5 section of the state plan, after receiving input from the rest of the professional network in the state. The entire state plan is subject to approval by the board, but as substantive leader of the field the State Supervisor's goals are generally respected.

In order for the State Supervisor to introduce change, (for example, to mount outreach programs to special populations) it may be necessary to divert federal funds from their usual channels. For this, she needs not only the support of the C&HE professional network but also the support of those in the Vocational Education hierarchy who have budgetary decision-making powers. Persuading the rest of Vocational Education to rechannel some of the states' Subpart 5 monies is difficult if C&HE has not been the focus of Vocational Education planning from the outset. With determined and strategic effort, however, the State Supervisor is often able to free up a little federal money--a Partial-Innovation pattern (see Chapter IV)--and introduce small amounts of change into the system.

The State Supervisor and the professional network are not always eager to introduce change or to increase responsiveness to the specifics of Subpart 5. When they are not, there is little to prompt change. If C&HE has not been part of the states Vocational Education planning process, it is unlikely that the rest of Vocational Education will intervene to prompt change. Change may occur, but much more slowly; in general, under these circumstances, the same level of responsiveness is maintained.

In the classroom much of what occurs is a function of the local teacher. When the State Supervisor and the professional network are invested in change, they use program standards, inservice training and curriculum materials to foster that change on the local level. When these materials reinforce federal priorities, responsiveness increases. Even when local teachers want to change their programs and are supported by state C&HE leadership, they are handicapped if local change in C&HE is not a priority of the Vocational Education enterprise as a whole. They can cite the law to principals and superintendants, but locals are free to focus only on the traditional in the law, or to plead lack of funds. If the State Supervisor has been able to liberate a small amount of federal funds and earmark them for a specific purpose, locals are apt to be more receptive to change. However, if state C&HE leadership does not actively promote change at the local level, and some portion of federal funds is not targetted for specific purposes, the teacher who wishes to depart from the traditional has very little support in her negotiation with the principal.

Consider now the exception, in which state Vocational Education leadership is familiar with Subpart 5 and responsibility for meeting the objectives of C&HE is generalized. The State Supervisor is still a pivotal figure in the professional network and instrumental in keeping the rest of Vocational Education up to date with the missions of the field. When the rest of the Vocational Education community is invested in change and in implementing the specifics of Subpart 5, she has all the support she needs to promote greater responsiveness. She may only have to contend with the rest of the C&HE professional network which may resist change which threatens programs in which they are highly invested.

When C&HE is integrated into the Vocational Education planning process, the impetus for change need not come only from the State Supervisor. It can emanate from an appreciation of state needs other than those of labor, and a recognition of C&HE's ability to meet those needs. When the impetus for change comes from Vocational Education, the federal funds to support that change are more easily directly to innovative programs.

If change in C&HE is a product of a department-wide decision, local vocational administrators are more informed and supportive of change on the local level. Teachers encounter less resistance and can concentrate on convincing students and parents of the worth of the newer emphasis. A funding structure that makes federal funds contingent on conducting one of several responsive activities limits local decision-making, but accommodates local funding constraints by supporting even small amounts of change with categorical federal funding.

To summarize, how and why states respond can be explained by understanding the impact of four factors and the relationships among them:

- The position of Consumer and Homemaking Education within Vocational Education;
- The Role of Federal Funds;
- The Consumer and Homemaking Education Professional Network;
- Local Receptivity to Change.

Each affects the others; when one of the conditions blocks efforts to change, the others can compensate, and increased responsiveness is achieved. As currently written, Subpart 5 bears no direct effect on any of these factors. Whether they act together to prompt change is essentially a function of state decision-making, and accounts for the extreme variability of system-wide responsiveness.

THE IMPACT OF FEDERAL MONEY

PROGRAMS

Expenditure data reveal that more federal money is placed in support of traditional C&HE activities than is used in support of innovation. Much more federal money goes to the secondary programs than to adult and postsecondary programs. For a variety of reasons, secondary programs have a more traditional orientation than do either postsecondary or adults programs. Outreach programs for adults are typically more innovative in character, and are very dependent on federal funds. These programs tend to reflect the newer emphases in the legislation-for example, their primary mission may be consumer education to poor people. The impact of federal money is therefore greatest at the adult level, both in terms of what is taught and the greater dependence of these programs on federal money. Adult programs tend to be more cost-effective in urban areas, because of acknowledged need, staffing, and the possibility of laisons with social service agencies already serving people in need.

ANCILLARY SERVICES

It is our conclusion that some ancillary services are more instrumental than others in promoting program quality and responsiveness to the legislation. These are inservice training and administrative staffing on the state, and regional levels. Further, this research indicates that it is the content of curriculum material and inservice training (more than their cost) that determines their ability to prompt responsiveness.

One of the [illegible] impactful uses of federal ancillary service monies is in the support of administrative staff. All states fund State Supervisors; nine have between one and seven additional staff in the state office. Federal support for regionalized administrative staff, however, exists in only half the states we visited, generally in states which receive a large federal allocation. Regional C&HE staff are an instrumental use of federal support, because Vocational Education evaluation activities for C&HE tend to be superficial in quality. Evaluation criteria are generally derivations of those used in evaluations of wage-earner programs; they are not applicable to the affective nature of C&HE goals. Consultation by regionalized state leadership helps teachers modify their programs and overcome administrative obstacles which may be blocking their efforts to be more innovative. We would argue that regional staff play an important role in prompting responsiveness on the local level. In the smaller states, while a 1:1 relationship between the state supervisor and each teacher is theoretically possible, the increased responsibility of State Supervisors (report writing and evaluation) restrict them to the office and reduce the amount of time they spend in the field. Therefore, small states as well as large ones benefit from regionalized C&HE staffing.

For the most part, we conclude that state-developed curriculum guides are not sufficiently innovative to prompt change on the local level. (There are exceptions, noted in the analysis in Chapter 3.) Further, although the most states continue to develop their own sets of guides every five years or so, while the curriculum guides developed by collegues are shelved as additional reference material. Furthermore, the potential for prompting responsiveness is not necessarily parallel to the amount of money spent on guides. Rather, the development of very elaborate guides can be as much a professional forum and a vehicle to provide generalized support to teacher education institutions as an effort to prompt innovation on the local level. We have studied curriculum materials developed locally or centrally, through a combination of moderate federal support and volunteer effort, that are highly responsive; we have studied lengthly and expensive guides which turn a profit in dissemination, but which are unlikely to effect change in the classrooms of teachers who are required to use them.

As currently worded, Subpart 5 places demonstration and experimental programs among the list of fundable ancillary services. We submit that these specially funded programs are highly impactful, and that they are not of the same order as, for example, a research project on boys' reactions to secondary home economics classes. In practice, demonstration projects are programs; by placing them within ancillary services, they are taken out of the programmatic mainstream and are too easily viewed as a fringe. Not surprisingly, states which excel in services to special population--within both adult and secondary programs--are ones which have accorded demonstration and experimental projects a primacy not found in the legislation. In most states, traditional secondary programs are clearly primary. Diverting funds to special projects--which the legislation paints as "ancillary"--is more difficult. Furthermore, when innovative demonstration projects are treated as ancillary, they remain outside the realm of ongoing programs; mechanisms aimed at eventual institutionalization are missing

FUNDING MECHANISMS

We observed three ways in which states place federal funds in support of their goals. The first is to distribute federal money, sometimes mixed with state money, to all C&HE programs that meet state program standards, which usually encourage a qualitative shift in the direction of the federal preference. A second way is to make the receipt of federal money contingent on proof that program activities directly reflect the federal preference and meet a pressing social need. The third, and most common, is a combination of the two--alloting a certain portion to help maintain existing programs while devoting a portion to fund innovative programs.

The first approach to the distribution of federal funds is ineffective in promoting responsiveness or in encouraging innovation. The second and third approaches act to introduce change in the system, and allow for the possibility that this change will become accepted, institutionalized, and state-supported. The first approach--in which federal money maintains the system--allows states to use federal money as an inducement to adhere to program standards. In operation, however, regulation is difficult. Too many other state and local factors intervene, and it is difficult to assess whether federal money is supporting federal priorities. When distributed thinly across a system as varied as C&HE there is no assurance that the receipt of small amounts of federal dollars promotes change in the level of responsiveness. The second and third approaches--in which federal money is earmarked exclusively for innovation-insures that federal money has a very direct effect on at least that part of the system which it supports.

SUMMARY OF MAJOR FINDINGS

In summary, the major findings of the study are four:

1. States have responded to some aspects of Subpart 5 more than others; some responsive activities are generalized throughout the system, while others are more idiosyncratic. Outreach programs for adults and secondary "Adult Living" classes are more likely to explicity focus on the high priority content areas than are traditional secondary or adult enrichment/recreational classes. Significant progress in sex equity has occured, but chiefly as a response to Title IX. The majority (8 of 10) of states conduct outreach programs for special groups. The most successful outreach programs occur in community settings via a delivery system distinct from secondary schools, are urban, and predate 1976. The most consistently served groups are disadvantaged persons and the elderly; the least, persons in correctional facilities. Further generalization regarding system-wide responsiveness is not possible, as no two C&HE programs are exactly alike. States vary in their willingness to promote change; their control over local programs is limited. When responsiveness occurs, it is a function of a group of intrastate factors not currently--but potentially-amenable to manipulation by federal legislation.

2. Subpart 5 of P.L. 94-482 does not ensure that states use federal Subpart 5 money to provide the most needed C&HE services to those most in need. As currently worded, the legislation comprises definition of the field, thereby allowing federal support for virtually its activities. In fact, more federal funds go to maintain traditional programming than to support innovation. This response is legitimate, in that it conforms to the "letter of the law." However, the language of the law is so all-inclusive as to leave the realization of the "spirit of the law" up to the discretion of the states.

3. While the majority of federal funds flows to secondary schools, the impact of federal funds is much greater in outreach programs. The role played by the federal government in the financial support of C&HE programs is small--only one in twelve dollars. However, unlike secondary programs--which inherit the bulk of federal funding but rely on it for only 5% of their operating costs--outreach programs, which receive only 6% of the total federal program support, rely on Subpart 5 for two-thirds of their operating costs.

Distribution of Subpart 5 funds is largely a matter left up to states' discretion. Three states choose to use Subpart 5 funds as additional generalized support for the entire system, while two choose to earmark Subpart 5 funds as support for innovative programs only. In terms of realizing federal priorities, the latter course is more likely to prompt change. However, most states strike a compromise between the two, using the bulk of federal money to aid ongoing programs while devoting a small but concentrated amount to fund innovation. Federally-funded ancillary services can act to prompt change on the local level. Inservice training and state and regional administrative staff are especially cost-effective.

4. Neither the field of C&HE nor the rest of Vocational Education have come to terms with the role of C&HE within Vocational Education in that it is not a wage-earning program. The concept of "dual role of homemaker and wage earner" contradicts the field's assertion that C&HE is preparation for an occupation in the same sense as other vocational programs are. Denying that the goals of C&HE are different obfuscates its potential contribution to Vocational Education, and results in its exclusion from states' broad-based planning efforts for the total vocational program.

Federally funded C&HE programs come closest to the "spirit of the law" when they act as an adjunct to wage-earning programs. Models exist at the secondary level, in survey non-laboratory "Adult Living" classes; at the post secondary level, in required Consumer Education courses for all enrolled vocational students; and in outreach settings, in non-threatening environments for disadvantaged persons who often then find their way to occupational training programs. The missions of Vocational Education and C&HE are clearly complementary. In general, however, they are not recognized as such to the detriment of the total Vocational Education enterprise.

II. RECOMMENDATIONS

POLICY ALTERNATIVES

This study has reported on the responsiveness of the Consumer and Homemaking Education system, and described how responsiveness occurs. Over the next two years, Congress will evaluate its current Vocational Education policy; that process will include decisions regarding the future role of the federal government in Consumer and Homemaking Education. It is likely that a broad range of C&HE policy alternatives will be considered as new legislation is developed. Some of these to:

- Retain the federal C&HE legislation in its current form, making no substantial changes;
- Eliminate C&HE from the Vocational Education Act;
- Reinforce the federal role in supporting the traditional and established vocational C&HE delivery system in the secondary schools;
- Focus federal assistance to C&HE more narrowly upon those activities of the field that respond to federal priorities; and
- Require that federal C&HE funds be targetted only to innovative activities designed to meet identified needs.

The following section examines each of these alternatives and, on the basis of this research, answers the following questions about each one:

- What is the rationale for this policy?
- How does this policy differ from current federal intent that federal funds be used to support the most needed C&HE services to those who need them most?
- What would be the likely effects of the policy on the current C&HE system?

1. Retain the Federal C&HE Legislation in its Current Form, Making No Substantial Changes

The most compelling rationale for maintaining the current C&HE legislation is that change takes time, and too little has elapsed since 1976. This study found that many of the new, responsive activities stimulated by the 1976 Amendments are embryonic. They require more time to develop and to become institutionalized. Changes in the legislation have their own "ripple effect," necessitating new regulations, clarification, and monitoring systems at both the federal and state levels. By retaining the current set of federal preferences for another legislative cycle, the C&HE system would have the time to continue and strengthen its response to those preferences.

The most likely consequence of this policy alternative is that current patterns will continue. This study has found that the language of the law has allowed states to choose how and to what extent they wish to respond to the spirit of the law; the result has been that the interpretation of federal intent varies widely. Retaining the law in its present form would do nothing to clarify federal intent. Male enrollment will probably remain at about 20% or increase slowly. Those states with successful outreach programs will continue to support them; other states, especially rural ones, will continue to place most of their resources at the secondary level, with some federal funds used for small outreach programs.

New curriculum guides and materials would be generated. Non-laboratory "Adult Living" courses would continue to grow; the traditional areas of clothing construction and food preparation would continue to be major portions of secondary level C&HE programs. Although the bulk of support for secondary programs is supplied by states and localities, the bulk of federal funds, as well, would continue to be used on that level. Indeed, if the financial problems of LEAs in many states continue to grow, state Vocational Education agencies may be under increasing pressure from localities to abandon innovation or partial-innovation funding patters (see Chapter 4) in favor of a maintenance mode that places federal (and state) assistance behind the traditional C&HE delivery system.

Another likely consequence of retaining the current policy is that C&HE would continue to function separately from the remainder of Vocational Education in terms of planning, program operation and evaluation. This study found that the more integrated C&HE is in the overall Vocational Education structure, the more responsiveness is facilitated. Maintaining the status quo of federal policy would not stimulate further integration.

A possible consequence of this policy would be that change in the direction of the federal preference would slow, for several reasons. First, decline in student enrollment at the high school level, as well as financial crises, create a bad climate for innovation in the schools. Innovation is risky and expensive. Under these conditions, local programs are less likely to support plans for innovation coming from the state level. So long as the federal legislation allows states great latitude in the use of federal funds states may choose to forego innovation to save the existing program.

A second reason that change could slow is that the need would be less great. There is a tenet of systems theory which states that systems change as their environments change, that external stimuli prompt system change. The controversy over federal C&HE legislation during the last reauthorization cycle, and the Congressional mandate to the NIE to conduct this study, were implicit warnings to the C&HE system to respond more rapidly to federal intent.

In summary, this policy alternative is most likely to continue the pattern of incremental change and diversity in the C&HE system. The all-inclusive nature of the legislative languaage would continue to grant states a great deal of latitude in how they interpret the law and in the use they make of federal funds. The level of responsiveness would continue to be dependent upon a variety of intrastate factors, such as the desire of members of the C&HE professional network to change in the direction of the federal preference. Those who wish to change would continue to do so, while those who wish to retain traditional practices in programs and in federal fund use would continue to do that as well.

2. Eliminate C&HE from the Vocational Education Act

The rationale for removing C&HE from Vocational Education has been that Consumer and Homemaking Education does not prepare students for specific paid occupations. According to this argument, C&HE skills are generic, they are needed by all citizens, and therefore, home economics should function in the same way as other general education subjects. While this approach does not preclude a federal role in C&HE, it would separate that role from federal vocational education policy.

This approach would clearly be a major change from current federal policy. However, since federal Vocational Education funds provide less than 10% of the financial support for all C&HE programs, it is unlikely that C&HE programs would disappear all together. Still, the effects would be pervasive. One consequence, of this approach would be the loss of co-ordination and leadership for C&HE programs at the national level. The role of OVAE in providing leadership and facilitating communication on the national level for C&HE is a significant one. The extent to which professional organizations would be able to fill that gap is an unknown. Second, coordination and leadership at the state level would diminish. Without a federal mandate for C&HE, concern for home economics education in state Vocational Education systems could be limited to home economics wage-earning programs.

Given the competition for the available funds and the stress of inflation on state budgets, few states are likely to make up the loss of federal dollars with state dollars. Were states to continue support for C&HE administration at the 1978 level, loss of federal support would still amount to a 35% cut. It is likely, however, that in many states fiscal problems would provide justification for withdrawing state support for C&HE leadership. The federal acknowledgement of C&HE as part of Vocational Education is, as we have noted, a powerful force for inducing state support. Without such acknowledgement, state support of C&HE leadership and coordination would be a likely target.

Further, without federal funds, the already limited ability of state level administrators to control local programs would be further eroded. Most states we studied place no state Vocational Education funds in the C&HE programs at the local level; the quality control exerted by the state is triggered in most cases by a local program's acceptance of federal funds, or of state funds used to match federal ones.

There is a strong tradition of C&HE programs at the secondary level; it is unlikely that the withdrawal of funds that make up such a small part of the total would alone result in the demise of these programs. In four states we visited which do not, or in the recent past have not, provided federal funds to the bulk of the secondary level programs in local districts, the C&HE programs have continued. In one, a state law provides program justification; in two, state coordination and leadership as well as state funds are provided; in the fourth, the professional teachers organization filled the leadership gaps.

A frequent response given by C&HE leadership regarding a withdrawal of federal funds was that secondary programs would become more traditional. Although efforts to induce males to enroll would probably continue, local administrators who wish to retain the cooking and sewing model of home economics would probably prevail. It is likely that C&HE would become general education, subject to the vicissitudes of local education policy and lacking state level standards and leadership. Useful home economics is strong enough at the secondary level, however, to survive under "normal" conditions. However, it should be noted that fiscal crises in local school systems throughout the nation are prompting the elimination of many elective programs, which cannot compete for the limited education dollar with required subjects. It is unclear what role the limited amount of federal C&HE funds might play in inducing such school systems to retrain C&HE programs, but many members of the field are persuaded that withdrawal of federal funds would result in the demise of secondary programs.

The adult and postsecondary programs which are more dependent on federal dollars, would not survive a withdrawal of federal funds. Especially vulnerable are the social-service oriented outreach programs. The largest outreach programs are 90%-100% dependent upon federal funds, and would cease to exist if funds were withdrawn. Adult activities with traditional local support, such as cooking and crafts classes for adults, might continue. Postsecondary programs for students in vocational institutes and community colleges, embryonic or nonexistent in all but one state we studied, would probably cease to develop.

In summary, the likely effects of this alternative would include the reduction or elimination of those C&HE activities expressly encouraged by Congress in the 1976 Amendments--outreach programs, services to special populations, innovative school programs that address current societal needs, and the staff necessary to coordinate it all. The more developed, institutionalized C&HE programs--those in the secondary schools--may survive, but are also likely to become more traditional in content.

3. Reinforce the Federal Role in Supporting the Traditional and Established C&HE Delivery System in the Public Schools

This alternative is the official position advocated by the governing bodies of the three professional organizations concerned with vocational Home Economics education--American Home Economics Association, the American Vocational Association and the Home Economics Education Association. In a "Coalition Statement" published in the May 1979 issue of Voc Ed, the Coalition writes:

> All persons should have the opportunity to participate in educational programs that prepare them for the roles of homemaking. This proposition suggests that such education should be provided in a number of institutions, agencies, and organizations within our society. It should be kept in mind, however, that in order to provide a continuous and regular educational program, the well-established and tested delivery systems should be used.
>
> Vocational home economics education in the public schools, including postsecondary and adult programs, is one such well-established system. School systems are the institutions in our society that still reach most people and have a continuing organized system for the delivery of an educational program. Public schools have provided and can continue to provide both specific courses and comprehensive programs for regularly enrolled students and informal education programs for youth and adults.
>
> ("A United Front on Vocational Home Economics: Statement from the Professional Coalition," VocEd, May 1979, p. 52.)

This alternative differs from current federal policy in that it suggests that school as the sole focus of C&HE program activity. It would eliminate outreach programs in non-school community settings run by personnel who are not also secondary and postsecondary teachers of enrolled students.

The most likely consequence of such a policy would be a reduction in outreach programs operating in community settings, if not their elimination. This study found that disadvantaged persons and many of the special groups cited in the 1976 legislation are reluctant or unable to come to a school building. Further, it found that the most successful outreach programs operate within a delivery system distinct from secondary schools and are coordinated instead with the community's social service network. When high school teachers offer programs to adult learners, these programs are most often recreational and not targetted to specific student needs. Were the public schools, then, to become the sole delivery system of C&HE programs, enrolled secondary students might benefit, but adults and out-of-school youth and adults probably would not.

4. Focus Federal Assistance to C&HE More Narrowly Upon Those Activities of the Field that Respond to Federal Priorities

The rationale for this policy is that it would ensure that C&HE use federal money to support only those activities which are responsive to federal priorities. This study has found that current federal policy allows states a great deal of latitude in how they use their federal funds and consequently federal funds are used to support activities which may or may not be consistent with the priorities expressed in the law. Narrowing the focus of the vocational C&HE legislation would make federal priorities explicit charges, rather than expressed preferences. Overall, then, federal C&HE policy would be more specific, less inclusive, and more likely to have an impact on the local program level.

The focus that this alternative speaks to is one of specific program activities targetted to specific groups in the population. This study found that the attempt by the federal government to ensure that federal funds flow to those most in need, by mandating that funds flow to geographic areas deemed to be economically depressed, has been unsuccessful. States are complying, but the formula used to determine economic need embraces most of the school districts in most states. This alternative assumes that persons with special needs--be they physical, mental, educational or economic--are also likely to be poor. The specific program activities which become the focus of federal support ought to be those which this study has found to be most responsive to the spirit of the law. This policy alternative assumes that it is more effective to provide identified groups with special needs with highly responsive programs, than to mandate that federal money go to any areas which meets what has proven to be an insufficient measure of economic depression.

A more narrowly focused federal policy is likely to result in more consistent responsiveness to federal priorities throughout the country, since states would have less choice in their use of federal funds. The federal legislation, however, would no longer theoretically act as a mechanism for state control over the broad range of local C&HE programs; many existing programs would not be compelled to respond to federal priorities or to state Vocational Education leadership.

Narrowing the focus of federal legislation would limit the scope of federally--fundable C&HE activities. As a consequence, these remaining activities would be more readily comprehensible by the rest of Vocational Education. Currently, Sbupart 5 is so broad that all the fields activities are covered; states operate on the premise that only a home economist can interpret that section of the law and make choices among the multitude of options it allows. Were federally-funded C&HE programs delimited in the legislation, C&HE could more easily be incorporated in the state-wide planning process. It is likely that much of C&HE would go on as before, but a segment of the C&HE program (that which would be eligible for federal funding) would be identifiable and amenable to generic state planning activities.

5. Require that Federal C&HE Funds be Targetted Only to Innovative Activities (Programs and Ancillary Services) Designed to Meet Clearly Identified Social Economic and Cultural Needs. Funds Would be Distributed Through an RFP and Proposal Process, Except for Those Funds Used to Support State and Regional Administrative Personnel.

This alternative is suggested by one of the major findings of this study--that when federal funds are distributed in a targetted manner, their impact is greater, familiarity with federal priorities at the program level is high, and the program is more responsive. Seven of the ten states studied use this method of distributing all or a portion of their federal Subpart 5 funds.

The bulk of federal Subpart 5 funds is currently used to maintain existing programs; the five states studied which employ a Partial-Innovation pattern (see Chapter 4) use only a small portion of Subpart 5 funds for innovation. Under this policy, existing secondary programs would no longer be entitled to federal funds simply in return for adherence to state program standards.

This policy is likely to result in programs that are more consistently and measurably responsive to federal priorities, and to local needs. However, distributing funds in this manner is a costly and complex process, and is likely to take years to implement successfully in states which do not already have the capacity to support such a distribution system. An RFP and proposal process requires administrative staff at the state and regional levels to prepare RFPS, provide technical assistance to locals, assess proposals, and evaluate programs. Local teachers and administrators must have the time and capacity to conduct needs assessments and prepare proposals. There is a danger that those districts which are wealthy enough to employ more administrators, or which already have innovative programs operating, would have a competitive edge over other districts which do not, but could, benefit from targetted, innovative programs. This alternative allows for continued supervision of and consultation with existing C&HE programs by the state and regional C&HE staff. Though most high school programs would not receive federal funds, the state funds they receive (either categorical state Vocational Education monies or state general education funds) could qualify as the matching share to federal monies.

It is important to note that the funding patterns identified in this study are significant primarily because the language of the law allows for such a great range of choices at the state level. States choose a particular funding strategy because it serves their goals. Innovative funding patterns prompt responsiveness and innovation because the states which have chosen that pattern of distributing funds are interested in innovating in the first place. In those states, top state Vocational Education administrators have played a major role in making state policy for C&HE; policymaking has not been left to the State Supervisor alone.

We cannot predict that mandating an innovative funding strategy will promote either a genuine interest in innovation or active participation in C&HE by the state Vocational Education leadership.

Summary of Policy Alternatives

The matrix on the following page presents a summary of the likely impact of each of the policy alternatives just discussed. Based on the four major findings of this study, a future federal C&HE policy should promote more consistant responsiveness to federal priorities, facilitate the integration of C&HE within Vocational Education, clarify federal intent, and increase the use of federal funds in a targetted and specified manner.

The first alternative, retaining the current policy, is likely to result in continued dependence on intrastate factors as the major determinant of responsiveness. Thus, continuing the current policy would not necessarily improve responsiveness. The second alternative, removing C&HE from the Vocational Education enterprise, would eliminate the federal role in vocational C&HE. Existing secondary level programs are likely to continue, but those programs that most clearly respond to the federal priorities expressed in 1976 would probably be eliminated. Likewise, the third alternative, reinforcing the federal role in the traditional C&HE delivery system, would reduce the effectiveness of C&HE services to special populations.

The fourth and fifth alternatives represent two ways of changing federal policy directly based on findings of this study. Both alternatives are designed to prompt more consistent responsiveness. The fourth alternative, focusing federal legislation more narrowly on responsive C&HE activities identified by this study, takes the position that responsiveness will be improved by clarifying and limiting the federal role in C&HE. The fifth alternative, requiring that federal funds be used only in a targetted manner through an RFP and proposal process, takes the position that responsiveness will be improved if federal funds are used only in the manner identified by this study as most impactful, even if the federal definition of C&HE remains all-inclusive.

SUMMARY: LIKELY OUTCOMES OF POLICY ALTERNATIVES

POLICY ALTERNATIVES / MAJOR STUDY FINDINGS	Retain Current Policy	Remove C&HE from Vocational Education	Re Rol De
RESPONSIVENESS States have responded to some aspects of Subpart 5 more than others; some responsive activities are generalized throughout the system, while others are more idiosyncratic.	Response will continue to vary, at the discretion of states and localities.	Adult programs would be eliminated, high school programs would probably continue, content more locally defined.	Impr ness prog deve reacl
C&HE WITHIN VOCATIONAL EDUCATION Because C&HE is not oriented to paid employment, federally mandated planning and administrative mechanisms for Vocational Education do not act to promote responsiveness in C&HE. Responsiveness is enhanced when C&HE and Vocational Education are integrated.	No greater integration of Vocational Education and C&HE.	No official relationship between C&HE and Vocational Education--no program standards, evaluations.	No g tion Educ.
FEDERAL LEGISLATION Because the wording of Subpart 5 is so broad, responsiveness is a function of intrastate factors rather than federal legislation.	Does not clarify Congressional intent; continues to allow support for virtually all activities of the field.	No federal role in meeting national needs.	Does Cong lang incl open pret
THE IMPACT OF FEDERAL FUNDS Currently more federal funds are used to support traditional activities than innovative ones. Federal funds used in a specified and targetted way have a a direct impace and prompt responsiveness.	Does not limit fund use; impact of funds will continue to depend on the funding pattern used by states.	No impact.	Prom patt main prog

MICROFILMED FROM BEST AVAILABLE COPY

Either of these alternatives is likely to prompt change in C&HE in the directions suggested by the study findings. Overall, however, we feel that the fourth alternative--clarifying the federal role in C&HE by limiting the scope of that role to the most responsive activities of the field--is a more desirable approach, for several reasons:

- Narrowing the focus of the federal role accommodates the variation in administrative capacities at the state and local levels. Proposal funding is complex and costly to administer. If only certain responsive activities can be funded, federal funds could be distributed in the manner most appropriate for each state.
- The innovative funding practice is more effective and responsive because the language of the current law is so permissive. If federal intent is not clarified and narrowed, states which wish to maintain existing programs could conceivably do so, using an RFP and proposal process. Thus, if the federal definition of C&HE remained all-inclusive, the intent of the policy could be circumvented by states.
- Regulating and monitoring mandated proposal funding process at the federal level is likely to be more complex than monitoring a more clearly defined set of C&HE program activities. OVAE has encountered much difficulty in monitoring the funding formula process, because states vary so greatly in the way that they organize and provide Vocational Education. Monitoring an RFP/proposal process for C&HE could pose similar problems.

The following section contains our specific policy recommendations; the central theme of these recommendations is that the federal role in C&HE should be clarified and limited to those practices which this study identified as meeting the social, economic and cultural needs and priorities expressed by Congress in 1976. These recommendations suggest ways to reinforce and generalize these practices through future federal legislation.

RECOMMENDATIONS

1. Recommendation: On the Secondary and Postsecondary Levels Federal Funds Should be Provided to Support Non-laboratory C&HE Courses that Offer Instruction to the Basic Homemaking Skills Needed for Effective Adult Living by Both Males and Females, as an Adjunct to Wage-Earning Programs.

This study has found that the limited amount of federal money available to the C&HE system has the greatest impact, and is more likely to prompt responsiveness when the funds are used in support of very specific programs. Among preparatory programs, this study found that "Adult Living" courses were most likely to emphasize the course content singled out in the law as most essential in preparing students for the dual role of homemaker and wage earner.

There has been a great deal of controversy in the field of Home Economics over what the essential skills of homemaking are. Aleene Cross, writing in the journal VocEd in April, 1979, offers an answer. "The essential competencies needed by both male and female homemakers" in contemporary America are "parenting, maintaining interpersonal relationships, developing coping skills, managing financial resources and meeting nutritional needs of the family." In addition, "values clarification is an important thread that runs throughout all competencies needed by homemakers."* Further, Dr. Cross stated that "a competent homemaker does not need to construct family clothing. A competent homemaker can provide nutritious food for a family without being a gourmet cook or baking bread or preparing food from scratch."**

---

*Aleene A. Cross "Charting the Course for Consumer-Homemaking Education," VocEd, 54:4, April, 1979, p. 37.

**ibid, p. 39.

Many schools are already offering courses that stress these basic skills. The "Adult Roles and Functions" curriculum developed in West Virginia is an excellent example of such a non-laboratory course; the one-year course contains units on consumer education, family relations, parenting, nutrition, housing, careers, and management. The course focuses on both substantive knowledge and the processes of decision-making, inquiry and valuing.

Federal funds should be used to promote the development of this type of non-laboratory course in area vocational centers, vocational technical institutes, and community colleges as well as in high schools. These courses fulfill a useful function as adjuncts to wage earning programs and should be more widely available to vocational students. The federal government should assume up to 50% of cost, not to include the purchase of equipment. In many schools and institutions, laboratory facilities for food preparation, clothing construction, and observing young children are already available, but are not necessary for this type of program. In institutions where no facilities exist, "Adult Living" classes can be mounted without the considerable expense of purchasing laboratory facilities.

2. Recommendation: Federal Policy Should Continue to Support C&HE Programs, For Youth and Adults, that are Targetted to the Educationally and Economically Disadvantaged and/or to Groups with Special Needs.

Targetted, remedial programs, whether offered in schools or in outreach settings, offer skills and information of immediate use to participants who are poor, (or) handicapped, or otherwise disadvantaged. For disadvantaged persons, these programs often serve as points of entry into the vocational education system; they are, in essence, pre-vocational. It is anticipated that these programs will be highly varied, and tailored to the groups which they serve. Federal funds should assume up to 90% of cost, to include any related program costs (equipment; space rental; travel expense; curriculum development; salaries of administrators, professional instructors, paraprofessionals and clerical staff). Depending upon the goals of the particular program, laboratory activities can be essential, for example, to teach handicapped persons to function independently in the home. In addition, these programs should be designed and conducted in coordination with human service agencies engaged in serving the same populations.

3. Recommendation: Provide Federal Support for C&HE as a Set-Aside Within the Vocational Education Basic Grant, Without Diminishing the Current Level of Funding.

This study found that programs are more efficient and more responsive when the planning and management of Vocational Education and C&HE are integrated. Both adult basic living skills courses and remedial programs are natural adjuncts to wage-earning programs. Placing C&HE as a set-aside within the Basic Grant would encourage the development of C&HE programs designed to complement the State Vocational Education program.

Two other mechanisms are available for providing federal support for these programs within the Vocational Education Act. They could be specified as part of the Basic Grant without a set-aside provision. Doing so, however, would leave the federal support of these programs to the discretion of the states. Another approach would be to provide a categorical appropriation for these programs under a separate part of the Act, in the same fashion as Subpart 5. This approach, however, would not foster the kind of integrated planning and evaluation processes which this study has found effective and desirable. Research indicated that the development of the Basic Grant portion of the State Plan was a generic process involving many groups within Vocational Education. The development of the C&HE portion of the State Plan however, was usually done by the C&HE State Supervisor and her colleagues, with minimal participation by others in the Vocational Education system beyond final approval.

4. Recommendation: Include in the Membership of the State and National Advisory Councils for Vocational Education Representatives Knowledgeable About the Problems of the Family, and Expand the SACVE Charge to Attend to Pressing Social Problems as Well as Labor Needs.

Broadening the charge to the SACVE would require that attention be paid to the social, economic and cultural needs of citizens by Vocational Education as a whole. SACVE reports should include assessments of the social and economic needs of individuals and families in each state. Assessments should include reports on, for example, teenage pregnancy, single parent households, bankruptcy and debt default, spousal and child abuse, divorce, and cost of living. Such assessments will help to establish state priorities for adult basic living skills and remedial programs.

5. Recommendation: Under the Set-aside, Federal Funds Should be Available for Support of Those Ancillary Services Essential to the Development of Responsive Programs. These Ancillary Services are Inservice Training and Administrative Support.

Federal funds should be used to support inservice training designed to assist in the development of both the basic adult living skills courses for secondary and postsecondary students and remedial programs. This inservice training should be targetted to instructors in those programs. Inservice training may include curriculum development, but with an emphasis on adaptation and dissemination of existing materials. State administrative staff may include the State Supervisor and additional state, regional and local administrative personnel to facilitate development of innovative approaches on the local level. Other ancillary services (e.g., new curriculum, research) should be supported under Program Support and Improvement provisions of the Vocational Education Act. Demonstration and experimental projects should not be considered ancillary services, but rather programs, and funded accordingly.

In summary, the purpose of this report has been to provide the National Institute of Education not only with an assessment of the response of Consumer and Homemaking Education to the 1976 legislation, but also with an understanding of how and why responsiveness occurs. The recommendations suggest a means to insure that federal money is used to support Consumer and Homemaking Education activities and programs which meet the social, economic and cultural needs of youth and adults. Examples of such activities and programs already exist; a clearly focused federal C&HE policy can reinforce and generalize these activities throughout the C&HE system.

APPENDIX

SOURCES OF QUANTITATIVE DATA

I. FEDERAL ENROLLMENT AND EXPENDITURE DATA

In order to describe and assess the responsiveness of Consumer and Homemaking Education to the Education Amendments of 1976, this study has used both qualitative data, collected in interviews, and on quantitative data on student enrollments and expenditures of state, local and federal funds for C & HE. For the quantitative data, the study relied on existing data available from federal and state sources. This approach had several advantages: the ten states participating in the study were not burdened with additional requests for data; the researchers were able to concentrate on the collection of qualitative data, for which no alternative source existed. Yet the approach has limitations typically associated with secondary analysis of existing quantitative datas: much data relevant to the responsiveness of C & HE has never been collected systematically; different data sources use different definitions and collection procedures, resulting in problems of comparability; instruments and procedures for periodic data collections have changed over time.

The purpose of the Appendix is to describe the available data sources the methodology employed in aggregating and analyzing the data for this study, and the decisions made when data problems or conflicts were encountered. Overall, the quantitative data presented in the report represent the best available approximation of C&HE enrollments and expenditures. They should be viewed with caution because (as will be shown below) each data source has its own fallibilities.

Methodology

The research strategy employed in this study was to identify the pertinent data elements and then to identify federal level sources for those data. In order to obtain an understanding of changes in expenditures and enrollments over time, we sought data for the years 1972, 1974, 1977 and 1978. The ten states participating in the study were not asked to collect any new information for the study, but were requested to provide us with any data they had already collected for those years that had not been reported to the federal level. This methodology was approved by the Federal Education Data Acquisition Council in October, 1979.

Prior to the on-site visits to the states, the federal level data available were collected for each state. During the on-site visit, the state Vocational Education agency personnel responsible for statistical data were asked to verify the information and correct any errors. In cases where conflicting information for the same data element existed, the state personnel were asked to indicate the most accurate.

As a rule, states were not able to furnish additional information beyond that collected by federal sources. States seldom go beyond the federal data requests in collecting data from the local level; often, states lack the personnel and other resources to collect and maintain data, and they are under pressure from local level recipients to decrease, not increase, the reporting burden.

After the on-site visits, several more current federal data sources became available: preliminary data from the Vocational Education Data System for FY 79; preliminary data from the Office for Civil Rights Survey of Vocational Education Programs conducted in the Fall of 1979. These data were not verified with the ten states. They were used in this study, however, in order to provide Congress with the most complete and timely information. It should be noted that the types of information those two sources provided were those which generally did not require correction by state personnel.

Federal Level Data Sources

This section reviews the various federal sources for C&HE enrollment and expenditure data, and their use in this report. Following that review, a chart is presented which lists the quantitative data elements pertinent to the study, shows which federal data sources collected that information, and the years for which that information was collected.

Enrollment Data

- Office of Vocational and Adult Education, Vocational Education Performance Report. Until the operation of the Vocational Education Data System in 1979, these reports were the only consistent national source of Vocational Education enrollments. The performance reports were submitted yearly by the Vocational Education agency in each state. Although the forms used for these reports often changed slightly from year to year, they usually requested the number of students enrolled in C&HE by six-digit program code, by sex and by education level. Numbers of handicapped and limited English speaking ability students were requested for all of Vocational Education, but not separately for C&HE.

  The Vocational Education Performance Report requests unduplicated enrollment counts; however, interview data collected on-site indicates that counts are sometimes duplicated ones.

  Another likely source of error is the difference in the duration of courses. Throughout the 70's, there has been an increase in the number of semester and quarter, in place of year-long courses in schools. Thus, the number of students served in a year may suddenly double or triple, especially if duplicated counts are provided. In addition, adult courses are usually short term, which means that an adult who is provided with, for example, 12 evenings of C&HE instruction, is counted equally with a student receiving instruction 5 days a week for a school year. Unfortunately, there is no way to estimate the margin of error in the data, but certainly the OVAE data are more likely overcounts than undercounts.

It should be noted here that the Vocational Education Performance Reports show enrollment in vocationally approved C&HE programs, whether or not they receive federal VEA funds. No state expends Subpart 5 funds below the ninth grade, yet students below the ninth grade are counted.

- Vocational Education Data System. Mandated in the Education Amendments of 1976, the first VEDS data, for FY 1979, was released in September, 1980. C&HE enrollment data are collected in Part B of the VEDS report, with enrollment information for other vocational programs for which outcome information (employer follow-up) is not pertinent. The data collected are similar to that collected in the Vocational Education Performance Report; the data are submitted by the state Vocational Education agency and the data collection is an annual one. In the future, it is planned that VEDS will collect data on the racial/ethnic composition of students by six digit program code.

  Similar possibilities for error exist with the VEDS data as were described above with regard to the OVAE reports. However, as part of VEDS development a great deal of energy has gone into improving data collection procedures. Also, VEDS counts short terms and long term adult enrollments as separate categories. In 1979, 94% of C&HE adult enrollments nationally were enrolled short term courses.

- Office for Civil Rights. In the fall of 1979 the U.S. Office for Civil Rights conducted a survey of student enrollment in Vocational Education. Conducted at the school level, the survey collected data at comprehensive high schools, area vocational centers, postsecondary vocational institutes and junior colleges. While the OCR survey data provides the best available quantitative data on the racial/ethnic composition of C&HE students, and on the participation of handicapped and LESA students in C&HE, the survey did not count many C&HE participants. Students below the ninth grade and students enrolled in short-term adult programs and outreach programs were not counted. Since outreach programs enroll significant numbers of minority, handicapped and limited English speaking students, this is a serious omission. In addition, only comprehensive high schools with five or more vocational education programs (or those with one or more trade and industrial programs which were included in the 1974 OCR Vocational Education Survey) were included in this survey. Because vocational C&HE programs often operate in high schools with no other, or only one or two other vocational programs, many C&HE students at the high school level were not counted in the OCR survey. Nationwide, VEDS 1979 reports 3,710,246 students enrolled in C&HE, while OCR reports 995,172, or 27% of the VEDS figure. Because of the undercount, the OCR data have been used with caution, and data are presented only in percentages.

- General Education Provisions Act (GEPA). Under the General Education Provisions Act, the federal govenment collects data on how state administered federal education funds are used. Vocational Education Act funds, and specifically Subpart 5 funds, are included in the GEPA reports. The GEPA data on numbers of participants served differs markedly from OVAE data, and since the OVAE data allow for much more fine grained analysis, the decision was made not to use GEPA enrollment data.

Expenditure Data

- Office of Vocational and Adult Education Financial Status Report. This report on expenditures of Federal VEA funds has been completed yearly by the Vocational Education agency in each state, along with the Vocational Education Performance Report. Once again, the federal forms have tended to change over time, but the forms generally request information on federal Subpart 5 and state/local expenditures for educational programs and for ancillary services. States are asked to report on the expenditure of funds for economically depressed areas and non-economically depressed areas, since the matching requirements for federal Subpart 5 funds that are distributed to economically depressed areas are different from those for non-economically depressed areas.

- Vocational Education Data System. The VEDS 1979 data released in September 1980 provide data only on expenditures of federal Subpart 5 and state and local funds for C&HE, by state. They do not distinguish between funds expended for educational programs and those which support ancillary services, nor do they distinguish between funds expended in economically depressed areas and funds expended in non-economically depressed areas.

- Vocational Education Accountability Reports. As required by the Education Amendments of 1976, states began in 1979 to submit an Accountability Report to OVAE, which reports actual activities against the approved Vocational Education plan. For example, at the same time that states submitted their 1980 State Plans, they submitted 1978 Accountability Reports which account for their activities in 1978. These reports provided very useful information because they usually reported expenditures of Subpart 5 funds in finer categories than those required in the Financial Status report. However, like State Plans, Accountability Reports vary across states in organization and content. Still, it was possible to use Accountability Report data on expenditures for different types of ancillary services and on expenditures by education level for many states included in this study, as indicated in Chapter 4.

- General Education Provisions Act. The GEPA data on the use of state-administered federal education funds is a potentially useful data base for analyzing the distribution and use of Subpart 5 funds. However, the base figure for the amount of Subpart 5 funds expended in each state published in the 1977-1978 report (Uses of State Administered Federal Education Funds, O.E. Publication 80-470001) conflict significantly with the OVAE data validated with the states during on-site visits. For 1978, the differences ranged from 4% to 67%; in six states, the differences were greater than 10%. As noted in the chart below, the raw GEPA data is potentially useful for determining the urban/rural characteristics of recipients.

Data Elements and Data Sources

The chart on the following pages describes the data elements pertinent to a study of the responsiveness of the Consumer and Homemaking Education system, as approved by the Federal Education Data Acquisition Council. It includes an identification of the source of the data (where one exists), the years available, and explanations of specific issues or problems related to the data.

SOURCES OF EXPENDITURE AND ENROLLMENT DATA

Data Element	Source(s)	Years	Comment
NROLLMENT DATA			
otal Enrollment	OVAE VocEd. Perf. Reports	1972, 1974, 1977 1978	
	VEDS	1979	
	OCR Survey, 1979	1979 (Fall)	Undercount, not used except for racial/ethnic, handicapped and LESA data.
	GEPA	1977	Not used.
nrollment by Sex	OVAE VocEd Perf. Reports	1972, 1977, 1978	Data by sex not collected 1974.
	VEDS	1979	Preliminary data incomplete, not used.
	OCR Survey, 1979.	1979 (Fall)	Not used in analysis, but male/female proportion consistent with OVAE data 1978.
nrollment by six digit rogram code	OVAE VocEd Perf. Reports	1972, 1974, 1977, 1978	
	VEDS	1979	
nrollment of Limited nglish Speaking tudents	OCR Survey	1979 (Fall)	Survey undercounts C&HE students
nrollment of Aged tudents	Not Available		
nrollment of Young hildren	Not Available		OVAE and VEDS do not request enrollment data for students below the secondary level.
nrollment of School-ged Parents	Not Available		

MICROFILMED FROM
BEST AVAILABLE COPY

SOURCES OF EXPENDITURE AND ENROLLMENT DATA

Data Element	Source(s)	Years	Comment
rollment of Single rents	Not Available		
rollment of Handi- pped students	OVAE VocEd Perf. Reports OCR Survey	1972 1979	Collected in 1972 only Survey undercounts C&HE students.
rollment of Educ. sadvantaged udents	OVAE VocEd Perf. Reports	1972	Collected 1972. Definition of "educationally disadvantaged" unclear.
rollment of Students Health Care cilities	Not Available		
rollment of Students Correctional cilities	Not Available		
rollment of Students Economically pressed Areas	OVAE VocEd Perf. Report VEDS	1972, 1974, 1977, 1978. 1979	Data request is for number of students in economically depressed areas served with Subpart 5 funds. Data very inconsistent, on consultation with Dr. Robert Morgan, data not used.
rollment of Students urban/rural aracteristics of strict	GEPA	1978	Possible to determine by categorizing local recipients according to their location: within a central city in an SMSA, within an SMSA, or outside an SMSA. Requires merging of several data tapes; analysis not done for this study.
rollment by Racial/ hnic Status	OCR Survey	1979	Survey undercounts C&HE students.

MICROFILMED FROM
BEST AVAILABLE COPY

SOURCES OF EXPENDITURE AND ENROLLMENT DATA

Data Element	Sources(s)	Years	Comment
XPENDITURE DATA			
otal Expenditures	OVAE Financial Status Report VEDS	1972, 1974 1977, 1978 1979	As reported in the test of the study, there are often local expenditures which are unreported.
xpenditures of ederal Subpart 5 unds	OVAE Financial Status Report VEDS	1972, 1974, 1977, 1978 1979	
	GEPA	1978	GEPA data conflict with OVAE data, which was validated with state personnel.
xpenditures f other Federal unds	Not Available		
xpenditure of tate Funds	Not Available		Federal data collections generally ask states to report Federal and non-Federal expenditures, and do not ask for state-level and local level outlays separately. Only three states were able to provide us with that information on site.
xpenditure of ocal Funds	Not Available		
xpenditure of on-Federal tate and local) unds	OVAE Financial Status Report VEDS	1972, 1974, 1977, 1978 1979	
xpenditures Education vel	States (7) (Accountability Reports)	1978	Seven states were able to provide the study with Federal and non-federal expenditures for the secondary, adult and postsecondary levels. No states expended funds at the elementary level.
xpenditures in onomically pressed Areas	OVAE Financial Status Report	1972, 1974, 1977, 1978	In 1978, expenditures in EDA and non-EDA districts are also reported according to whether the funds were expended for educational programs or for ancillary services. Information obtained on site, however, led to the conclusion that these distinctions are very difficult to make on the local level. Also, state-wide ancillary services are seldom "divisible" according to their pertinence to EDA or non-EDA recipients.

MICROFILMED FROM
BEST AVAILABLE COPY

SOURCES OF EXPENDITURE AND ENROLLMENT DATA

Data Element	Sources(s)	Years	Comment
penditures by ban/Rural aracter of cipient	GEPA	1978	See above, Under GEPA enrollment data.
penditures for cillary rvices	OVAE Financial Status Report	1972, 1974 1977, 1978	The OVAE data provide total expenditures for ancillary services, by Subpart 5 and state/local funds only, with a few exceptions. In 1974, data were collected according to type of ancillary service (contracted instruction; guidance and counseling; administration; teacher training; research; curriculum development.) In 1978, data were collected on ancillary services by EDA and non-EDA. These data were found to be of little use, since most ancillary service activities serve the state as a whole. Accountability reports provided the most useful data for 1978, although not all states provided the same information. See Chapter 4 of this report.
	Accountability Reports	1978	

MICROFILMED FROM
BEST AVAILABLE COPY

Conclusions

In the states, procedures for collecting statistical data on vocational education are improving. More states are installing management information systems, and the VEDS development process has focused attention on the need for good quality data. Yet there is much information which is not systematically collected, such as data on special populations. From the perspective of the local teacher or principal, however, the reporting burden is already much too great. The dilemma is whether the need for the information worth the time, energy and money required to get it.

The qualitative data obtained in on-site interviews formed this study's primary pool of information. The quantitative data are from secondary sources, and while attempts have been made to validate the data wherever possible, they are very problematic. Once again, they are simply the best approximations available.

II. ADDITIONAL DATA SOURCES

A. The AHEA Membership Survey Databook: 1979*

The American Home Economics Association conducted a survey of its members in 1979, collecting information on the general characteristics, areas of knowledge and experience, and professional and service involvement of its members. The AHEA received 16,894 responses to its questionnaire, or 49% of the professional membership of the association. While the databook was thought to be a potential source of information concerning C&HE teachers, the publication does not lend itself to analysis of the responses of C&HE teachers as a subgroup within the AHEA membership. Since less than half (48.5%) of the respondents were employed by an educational institution or system (p. 48), and an even smaller proportion (34.1%) were primarily engaged in instructional activities (p.50), it was determined that the information published in the databook was not useful to this study. It is possible that useful data could be obtained from analysis of the survey data tapes, but such an analysis was beyond the scope of this study.

B. Th[illegible]tional Census Study of Secondary Vocational Consumer and Homemaking Pr[illegible]ms: A Final Report

The National Census Study is a useful source of information about the content of C&HE courses at the secondary level, and its findings have been a useful complement to this study of responsiveness. The methodology employed in the study and the boundaries on its usefulness in this report are discussed in Chapter 1.

---

*Alyce M. Fanslow, Mary L. Andrews, Marguerite Scruggs, Gladys Gary Andrews, The AHEA Membership Survey Databook, 1979, The American Home Economic Association, Washington, DC, 1980.

BIBLIOGRAPHY

BIBLIOGRAPHY

A Guide for the Development of Consumer and Homemaking Education, University of Nebraska, Department of Home Economics Education. 1969.

"A United Front on Vocational Home Economics: Statement from the Professional Coalition" VocEd 54:5 (May) 1979, pp. 51-53.

Arvey, Richard D. and Ronald H. Gross. "Satisfaction Levels and Correlates of Satisfaction in the Homemaker Job" Journal of Vocational Behavior 10, 1977, pp. 13-24.

Berman, Paul. "The Study of Macro- and Micro-Implementation" Public Policy 26:2 (Spring) 1978, pp. 157-183.

Berman, Paul and Milbrey W. McLaughlin. "Implementation of Educational Innovation" The Educational Forum 15:3 (March) 1976, pp. 347-370.

Bevers, G., Fitch, M., Newkirk, G., Paolucci, B., Riggs, E., St. Marie, S., Vaughn, G. "Home Economics: New Directions II." Journal of Home Economics, 1975, 69, 26-27.

Black, Mabell. "Where the Family Comes First" VocEd 54:8 (November/December) 1979, pp. 40-43.

Bodeen, C. "Career Materials for Home Ec: Teacher Initative Makes a Difference. American Vocational Journal, 1978, 53, 39-41.

Bodeen, C., and Scherer, J.A. "Consumer Education for Low-income Families." Journal of Home Economics, 1978, 70, 40-41.

Boyd, F.L., and Willet, A.R. "An Innovative Post-Secondary Consumer - Family Life Skills Program. Illinois Teacher of Home Economics, 1977, 21, 92-94.

Comptroller General of the United States, The., What is the Role of Federal Assistance for Vocational Education? Washington, D.C.: U.S. General Accounting Office, December 31, 1974.

Crain, H. "Be Flexible, Home Ec Educators are Told." American Vocational Journal, 1978, 53, 44-48.

Cross, A.A. Assessment of Consumer and Homemaking Education. Home Economics Education, University of Georgia, 1978.

Cross, Aleene A. "Charting the Course for Consumer - Homemaking Education" VocEd 54:4 (April) 1979, pp. 37-39.

Cross, Aleene A., "Evaluation of Vocational Home Economics Programs in Terms of the Effectiveness of Full-time Homemakers and Homemakers who are Full-time Employees." Georgia University, Athens College of Education, March 1971.

Durham, D.B. "A Planning Process to Make VocEd More Responsive to Real Needs." American Vocational Journal, 1977, 52, 24-27.

Ellington, C. "FHA/HERO Serves Boys Too." Illinois Teacher of Home Economics, 1977, 21, 79-82.

Fanslow, A.M., M.L. Andrews, M. Scruggs, G.G. Vaughn, The AHEA Membership Survey Databook: 1979, The American Home Economics Association, Washington, D.C., 1980.

Fassett, D. "Future Homemakers of America Planning Paper for Consumer and Homemaking Education." Future Homemakers of America, 1978.

Fleming, Billy Jean. Responsiveness Study: Federal Legislation and Consumer and Homemaking Education in the Wisconsin VTAE System. Doctoral Dissertation, University of Wisconsin, Madison, 1980.

Gackenbach, Jayne. "The Effect of Race, Sex, and Career Goal Differences on Sex Role Attitudes at Home and at Work" Journal of Vocational Behavior 12, 1978, pp. 93-101.

Goldsmith, J.L. "VocEd Policymaking at the State Level." American Vocational Journal, May, 1977, 24-25.

Griessman, B.E. and Densley, K.G. Review and Synthesis of Research on Vocational Education in Rural Areas. Columbus, OH: The Center for Vocational Education, The Ohio State University, 1969.

Griffith, Mary E. "Attitudes toward Women Working and Occupational Satisfactions of Kansas Home Economics Teachers" Journal of Vocational Education Research 3:1 (Winter) 1978, pp. 21-31.

Gross, R.H., Arvey, R.D. "Marital Satisfaction, Job Satisfaction, and Task Distribution in the Homemaker Job." Journal of Vocational Behavior, 1977, pp. 1-13.

Hearings before the Subcommittee on Elementary, Secondary and Vocational Education of the Committee on Education and Labor, U. S. House of Representatives, Ninety-Fourth Congress, HR 19 and Related Bills.

Hersley, M., Bell, C., Combs, S., and Williams, P. "Consumer - Family Life Skills for Correctional Institution Clients." Illinois Teacher of Home Economics, 1977, 21, 100-102.

Hopkins, Charles O. "Is the Proof in our Planning and Evaluation?" VocEd 54:8 (November/December) 1979, pp. 61-63.

Hughes, R.P. Consumer and Homemaking Education Today: An Analysis. Home Economics Education, Iowa State University, 1978.

Hughes, R.P. "Development and Evaluation of a Curriculum Package on Preparation for a Dual Role." Journal of Home Economics, 1969, 61, 350-358.

Hughes, R.P., B. Rougvie, B. Woods, The National Census Study of Secondary Vocational Consumer and Homemaking Programs: A Final Report, Iowa State University Research Foundation, n.p., 1980.

Kane, R.D. "A Study of the Factors Influencing the Participation of Women in Nontraditional Occupation in Postsecondary Area Vocational Training Schools," Vol. 1. Rj Associates, Inc., Arlington, Virginia, 1976, 189p.

Kiefer, C.C. "Management Review of Local Vocational Education Administration in Michigan." Journal of Vocational Education Research, 1976, I, 43-52.

Kingsley, Leonard D. "How to Stay on Target with Special Populations" VocEd 54:8 (November/December) 1979, pp. 58-60.

Koblinsky, Sally A. and Alan I. Sugawara. "Effects of Non-Sexist Curriculum Intervention on Children's Sex Role Learning" Home Economics Research Journal 7:6 (July) 1979, pp. 399-406.

Lasch, Christopher. Haven in a Heartless World. Basic Books, Inc. New York, 1977.

Lee, A.M. and Sartin, R. Learning a Living Across the Nation. National Advisory Council on Vocational Education, Project BASELINE, Second National Report, November, 1973.

Lee, A.M. (1975) Learning a Living Across the Nation. Volume 4. Project BASELINE, Fourth National Report. Flagstaff: Northern Arizona University, 1975.

Lee, Arthur M., Learning a Living Across the Nation. Volume V., Prepared for the National Advisory Council on Vocational Education. Flagstaff, Arizona: Northern Arizona University, November, 1976.

Lee, A.M. "Project Baseline: Historiographic Foundations for Vocational Education Statistics," Educational Researcher, 67, July-August, 1977, 3-9.

Lewis, M.V. Attempts to Overcome Sex Sterotyping in Vocational Education. Institute for Research on Human Resources, Pennsylvania State University, 1976.

Lupher, D.A. "Leadership in Consumer Education: A New Director for VocEd." American Vocational Journal, 1977, 52, 41-42.

McKenna, C., and Scherer, J.A. "Consumer Education for Low-Income Families." Journal of Home Economics, 1978, 70, 40-41.

Mead, Lawrence M. "Institutional Analysis for State and Local Government" Public Administration Review, January/February 1979, pp. 26-30.

Millard, Richard M. Postsecondary Education and "The Best Interests of the People in the States." Institute for Educational Leadership, George Washington University, Washington, DC, 1976.

Nelson, H.Y. Review and Synthesis of Research on Home Economics Education (Second Edition). Columbus: ERIC Clearing House on Vocational and Technical Education, 1970.

Nelson, Helen Y., G.P. Jacoby and T.M. Shannon. "Evaluation of Homemaking and Consumer Education Programs for Low-Income Adults" Home Economics Research Journal 6:3 (March) 1978, pp. 223-241.

Nelson, H.Y. "The Unpriced Services of the Unpaid Homemaker." American Vocational Journal, October, 1977, pp. 36-37.

Nelson, Orville and Eugene Lehrmann. "Revitalizing the Basic State Grant" VocEd 54:8 (November/December) 1979, pp. 55-57.

Nerden, J. "Advisory Committees in Vocational Education." American Vocational Journal, September 1977, pp. 27-35.

Porteus, P.L. "Home Ec Educators Get Their Story Together." American Vocational Journal, February 1977, pp. 42-48.

Reports on the Implementation of the Vocational Education Amendments of 1968, Volumes 1 and 2, Congress of the United States, Washington, DC, House Committee on Education and Labor, November 1973.

Schneider, Edwin. Guidelines for Obtaining and Using Data in Vocational Education Program Planning. Oregon: Portland Public Schools, January 1977.

Simpson, E.J. Legislation for Consumer and Homemaking Education: Social Implications. School of Family Resources and Consumer Services, University of Wisconsin - Madison, 1978.

Singleton, H.W. "Consumer Economics Education - a Case Study Approach." The Social Studies, 1978, 69, pp. 74-76.

Spitze, H.T. "The Future of Secondary Home Economics." Journal of Home Economics, 1977, pp. 7-10.

Standridge, J.F. "Blueprint Given for Implementing Legislation, Eliminating Sex Bias." American Vocational Journal, 1978, 53, pp. 54-57.

Steele, Marilyn. Women in Vocational Education. Project Baseline Supplemental Report, Flagstaff: Northern Arizona University, 1974.

Sumner, S. "The Transition from Teaching Consumer - Homemaking to Occupational Home Economics," Illinois Teacher of Home Economics, 1977, 21, pp. 89-91.

"The American Family: Labor's View", an excerpt from the AFL-CIO statement to the White House Conference on Families. AFL-CIO American Federationist April 1980, pp. 9-14.

The Appropriate Federal Role in Education - Some Binding Principles, Principles V and VII. Washington, DC: Report of the National Academy of Education, April 1979.

The Condition of Education, 1979 Edition. Washington, DC. National Center for Education Statistics.

Trotter, V.Y. "Education and Social Change." Journal of Home Economics, 1975, 67, 8-10.

U.S. Department of Labor, Twenty Facts About Women Workers, Women's Bureau, Washington, D.C., 1976.

U.S. Department of Labor, U. S. Working Women: A Databook, Bureau of Labor Statistics, Washington, D.C., 1977.

Vaughn, G.G., Robinson, R., and Turner, M.L. "Interrelationships Among Selected Aspects of Home Economics and Vocational Education." Position paper submitted to NIE/DHEW, 1978.

Vetter, L., and Peterson, M. "Sex Equity: The Call to Leadership." American Vocational Journal, 1978, 70, pp. 24-28.

Vogel, V.L. "Teaching Parent Education in the Secondary School: The Role of the Home Economics Teacher." Illinois Teacher of Home Economics, 1978, 21, pp. 197-199.

Walsh, John and Jan L. Totten. An Assessment of Vocational Education Programs for the Disadvantaged under Part B and Part A Section 102(b) of the 1968 Amendments to the Vocational Education Act. Final Report. Olympus - Research Centers. Salt Lake City, Utah. December 1976.

Weis, Susan F. "Examination of Home Economics Textbooks for Sex Bias." Home Economics Research Journal 7:3 (January) 1979, pp. 147-162.

Yanico, B. "Sex Bias in Career Information: Effects of Language on Attitudes." Journal of Vocational Behavior, 1978, 13, pp. 26-34.

ADDENDA

Notes to the Reader

This addenda consists of four items which were developed by the CRC project team in response to questions by NIE. They represent elaborations or clarifications of points contained within the text of the report.

1. State Laws and Policies which Encourage or Discourage Enrollment in C&HE
2. What is the Effect of Federal Involvement in Promoting Responsiveness to the Goals of the Act
3. State and Local Factors which Promote Responsiveness
4. Additional Quantitative Information to Supplement Selected Tables

All 1979 VEDS figures which appear in the chapters of the report and in the addenda are the preliminary VEDS figures which were available in 1980 and up until the first half of 1981.

STATE LAWS AND POLICIES WHICH ENCOURAGE OR DISCOURAGE ENROLLMENT IN C&HE

Factors which act to encourage or discourage enrollment in C&HE are roughly of two types: Those state laws/policies which have to do with the use of federal and/or state funds; those state laws/policies which involve educational requirements imposed by either the state or federal governments.

Use of Funds

First of all, 6 states enjoy state funding for vocational education, while four rely on a combination of general education funds and federal funds or on federal funds alone.

As a general rule, those states with state vocational money are free to devote more federal money to adult programs and thus, adult enrollments are affected. When state vocational monies are not available, states choose to put their more limited funds in the service of secondary programs, or--less often--in support of adult programs or specialized programs. Simply put, those states with state vocational education funds, are more capable of using funds from all sources to encourage enrollments.

For example, Georgia and Texas all have state VE money and policies which promote Vocational Education enrollments, and by extension, C&HE enrollments. Georgia essentially provides a bonus to schools, by providing direct state support for one teacher for every three vocational teachers employed by that school district. The rationale is the required smaller size of VE classes, but the effect is to make VE classes attractive to school districts. Texas has state money to support VE, and entitles every accredited school to 2 "units" of VE. This policy promotes C&HE, as Texas traditionally favors small local schools and C&HE and Agriculture are by far the most frequently chosen as the least expensive and the most locally favored.

On the other hand, states with no state VE money can choose to put federal money to use in a way that specifically encourages C&HE enrollments. W. Virginia uses federal funds as a cash incentive provided to schools which launch a specific C&HE program. Illinois is the only state we visited where federal money funds a contract with another agency (Cooperative Extension) to run adult programs. These policies were devised at the discretion of the state, and act to encourage C&HE enrollments.

It could be said that most states face fiscal problems, and that these threaten elective subjects such as C&HE. Some states have taken more drastic action than others--in the form of tax limitation measures--and the C&HE enrollments in these states are directly affected as electives receive closer scrutiny. Idaho with its 1% Initiative and California's Proposition 13 are examples. Electives with low enrollments are cut, teachers are laid off, both of which combine to have a spiralling effect and to lower subsequent C&HE enrollments. Other states, in the face of fiscal constraints, make policy which is intended to focus what money they do have on one educational level. Maine and New York, both of which have no state VE money, have met their fiscal limitations in this manner. Maine has chosen to provide support (with general education and Subpart 5 funds) for secondary programs only. New York, on the other hand, ensures the existence of adult programs (in the face of limited funds) by channeling Subpart 5 funds to adult programs only, while placing general education monies in support of secondary programs.

The effect on enrollment of fiscal pressures is difficult to support with enrollment data, for several reasons. First, tax limitations laws are relatively recent, and effects haven't necessarily shown up in 1978 or 1979 data. Second, other factors affect enrollment--such as the total number of high school students.

However, in the two states mentioned which have clearly chosen to support one educational level over another, enrollment data reflect the policies. Secondary student enrollments in C&HE in New York declined by 29% from 1972 through 1978, while adult enrollment went up by 91%. In Maine, there is virtually no adult C&HE program--enrollment declined from 75 students in 1972 to 59 students in 1978.

Educational Requirements

Fiscal constraints are often exacerbated by an emphasis on minimum educational competencies. Together, the two factors and the policies which derive from them, act to reduce C&HE enrollments. In California and Idaho, for example, the state has passed legislation emphasizing minimum competencies. School districts and students alike eschew electives in favor of "the basics" in order to satisfy minimum competency requirements. Enrollments in electives are dropping, and elective courses are being discontinued because of the financial savings realized by doing so. Georgia also places state-wide emphasis on minimum competencies. Their policies have not affected C&HE enrollments, however, because of a countervailing policy: every standard school in Georgia is required to offer a C&HE program. Therefore, C&HE programs are safeguarded, and have attempted to reinforce minimum competencies within their curriculum.

Declining academic performance and the resultant state-wide emphasis on minimum competencies is one example of state legislatures' impacting on school curriculum and by extension, on C&HE enrollments. Another is the increasing awareness by states of the need of high school graduates to be competent consumers. Georgia, Illinois, Florida and Idaho have all passed variations on a "Consumer Education" law, requiring satisfaction by all high school graduates. Whether or not these laws encourage or discourage C&HE enrollments depends on how they are implemented. In Florida, requirement was to be satisfied by evidence of exposure to consumer education which was to be "course content" incorporated into social studies or home economic classes. The "course content" was designed by leaders from both fields. However, in practice, most school districts have converted a class, offered by social studies. Therefore, Consumer Education components of the C&HE curriculum is duplicative as the entire student body must eventually take the consumer education class offered by social studies. Similarly, in Idaho, fulfilling the required Consumer Education needs of the student body would absorb all the time of the C&HE personnel in the school, and effectively eliminate the rest of the program. Additional C&HE teachers--to teach Consumer Education--were not forthcoming; therefore, the C&HE leadership refused to assume the responsibility for the class and the enrollments went to social studies. On the other hand, Illinois and Georgia's policies allow for the requirement to be met by a combination of Home Economics, Social Studies, and Business. No discipline is unduly burdened, and enrollments are shared.

Enrollments in adult classes are very much affected by how state policy determined that an adult program is defined. Here there is a confusion between sheer numbers of enrolled students and the worthwhileness (and responsiveness) of the actual programs offered. Idaho, Florida and West Virginia have state education department policies which are quite strict in limiting the nature of adult offerings to those that are responsive to the law. These states have ruled out all "crafts" and "leisure-time activities" classes, which traditionally have been popular; their elimination has resulted in a loss of enrollments, but in more responsive programs being implemented. Texas, on the other hand, is extremely liberal in its definition of what constitutes an adult class. For example, a chapter of an essentially civic/social organization called the Young Homemakers of Texas is considered an adult class and counted as enrollments.

In sum, strict interpretation by the states of the federal law often results in a reduction in enrollments.

As noted in the report, the enrollment of postsecondary students in C&HE tends to be small. This is often due to the somewhat tenuous relationship between the State Voc Ed agency, which is usually a part of the state agency responsible for elementary and secondary education, and the governing body of the postsecondary institutions. In three states, there are no C&HE programs offered at postsecondary institutions, either for enrolled students or for adults. The reason given by respondents was that since C&HE is not geared to training for employment, it does not belong at those institutions.

Seven states offer C&HE programs to adults through postsecondary institutions. These are short term, non-credit courses, often offered at satellite centers. They are partially supported by federal money, either at a flat rate by course or student, or through special project grants. Within staths, these programs for adults may be very active at one or two institutions and not at all active at others, depending on the interests of the administrators and instructors.

Only three states offer C&HE to enrolled postsecondary students. In two, Georgia and Maine, the students are offered consumer education classes under special programs; the one in Georgia began in 1974 and the one in Maine in 1977.

The largest enrollment of postsecondary students in C&HE is in California, where there are two State Voc Ed agencies--one for the secondary level, one for the postsecondary. The fact that there is an administrator at the state level at the Community College Board with responsibility for promoting such programs, and the fact that the Community College system is large and mature, seem to have made the difference in California.

Finally, there are nationwide factors which have given rise to laws and policies which affect C&HE enrollments in every state we visited. Enrollment in "gainful" wage-earning Home Ec programs (food service, child care), often offered at regional VE centers, has doubled between 1972 and 1979. The separation of these programs is responsive to the 1963 Amendments, and has an affect on "useful" C&HE enrollments.

In addition, the structure of school systems is changing. Desegregation and bussing, along with school consolidation, reduces the possibility of after-school activities, such as Future Homemakers of America. FHA traditionally spurs C&HE enrollments by augmenting classroom activities and increasing the attractiveness of C&HE to enrolled students. Incorporating the club's activities into ongoing classroom situations is unweildy and has not worked to the same advantage.

In none of the ten states is there a policy requiring students to take any C&HE course. Prior to the implementation of the Civil Rights Act of 1972, girls were often required to take Home Economics, but this was usually a local, not a state policy.

WHAT IS THE EFFECT OF FEDERAL INVOLVEMENT IN PROMOTING RESPONSIVENESS TO THE GOALS OF THE ACT?

States and local districts pay a far greater share of the cost of C&HE programs than is borne by Federal funds (a ratio of over 11 to 1). The question then is, what is the effect of this relatively small amount of Federal funding in prompting States and localities to address federal priorities?

The 1976 legislation places an explicit emphasis on outreach programs for groups with special needs. Many of these groups consist of adults and out-of-school youth and are not enrolled within secondary school programs --the traditional forum for providing C&HE instruction. Therefore, to be responsive, states must devote a portion of their total C&HE funding to the costly enterprise of establishing (or maintaining) programs aimed not at the traditional audience of enrolled secondary students, but at adults out-of-school youth who are often served best in community based programs.

Federal funds can and do assist States in mounting and maintaining these programs -- and thus do promote greater responsiveness to the 1976 legislation by assisting States in their departure from the traditional. State and local funds have long been committed to the ongoing support and improvement of extant secondary programs. Localities are accustomed and dependent on this support. The C&HE professional network, composed primarily of C&HE secondary teachers and the educators of these teachers are organized in professional associations which stand ready to lobby state legislatures at the threat of a withdrawal of funds. Therefore, it is most difficult for states to divert State and local monies from secondary programs in order to found new and expensive programs for disadvantaged adult learners. Moreover, in the face of fiscal crises on the local level, district administrators are eager to use whatever State and local money is available on ongoing -- i.e., secondary --programs, and reluctant to support programs for disadvantaged adults.

Under these conditions, federal funding remains the only avenue available to States that wish to establish and maintain adult programs. The law states that Federal funds may be used to provide additional support for ongoing secondary programs, and most States are under considerable pressure to do so. However, the Act also urges outreach programs for adults and out-of-school youth with special needs and provides additional incentive by permitting the use of Federal funds to cover up to 90% of program costs in economically depressed areas (communities in which many of these groups reside). Thus, the legislative justification is there for States that wish to broaden the focus of C&HE. Indeed, given the political and fiscal constraints on the use of State and local money, Federal funds are often the only source of funds available for innovation of this kind.

Innovation requires support -- serving new populations requires new skills and new programs require more frequent monitoring and supervision. Again, when money is tight, it is difficult to divert State and local funds away from the direct program costs of ongoing programs to the ancillary supportive services necessary to facilitate innovation. Therefore, Federal money plays an important role in funding inservice training and curriculum projects, designing new programs for in-school special populations, and in helping pay the salaries of C&HE supervisory personnel.

In summary, Federal funds not only provide support for adult programs when none other is available, but also help support ancillary services which are necessary to insure the success of efforts which depart from the traditional. Given the conservative milieu of local school districts, created both by tradition and by fiscal constraints on the State and local level, Federal money often provides the only means available with which to experiment and evolve in the direction of greater responsiveness to Federal priorities.

STATE AND LOCAL FACTORS WHICH PROMOTE RESPONSIVENESS

Because the language of the law is permissive, and the proportion of Federal funds expended is relatively small, Federal control of responsiveness of the goals of the Act is limited and responsiveness varies considerably among states. Factors at the state and local levels also contribute to this variability. Chief among these factors are: the extent to which C&HE is integrated into the larger Vocational Education planning and administrative processes; the goals of the C&HE professional network; state education laws and policies; the visibility of Federal funds at the local level. The last factor is the only one with the potential of direct control by the federal government.

Federal legislation, however, has indirectly affected the extent of C&HE's integration in state planning and administrative systems. Federal legislation since 1968 has emphasized planning and evaluation in Vocational Education. C&HE remains on the periphery of the state Voc Ed planning process, C&HE does not share the goal of effective training for paid employment, a goal which has been the focus of planning and evaluation efforts. But the Federal emphasis on planning, along with changes in education management theory, have prompted a gradual shift in the administrative practices of state Voc Ed agencies. Until the mid-70s, most state agencies were organized by program (e.g., Agriculture, Office Occupations, Home Economics). Increasingly, however, state agencies have shifted to a functional model of organization (e.g., Planning, Program Operations, Evaluation), a model which is better able to support the federally-mandated planning process. The by-product of this transition to administration by function for C&HE has been increased understanding of and responsibility for C&HE among VE administrators with generic responsibilities.

Historically, responsibility for the substantive goals of C&HE programs and implementation of the Act has rested chiefly with the State Supervisor. However, that responsibility seldom included the power to radically change programs or patterns of state or federal financial support. When familiarity with and concern for C&HE is shared with other administrators with functional responsibilities, the redirection of C&HE programs toward realizing the goals of the act may result. This may occur in several ways. Administrators with generic responsibilities may scrutinize C&HE programs for cost effectiveness, and recommend a dramatic reorientation. Or, a C&HE State Supervisor who has wanted to innovate, but has not had sufficient budgetary power to do so, may be able to effect changes with the support of other administrators. Thus, the integration of C&HE within state administrative systems has been a step in the direction of increased responsiveness to the goals of Federal legislation.

ADDITIONAL QUANTITATIVE INFORMATION TO SUPPLEMENT SELECTED TABLES

Figures in the tables which follow include all levels of students: secondary, postsecondary and adult.

Table 1-2

Proportion of C & HE Students by Subject Area, 1978. Ten States

All Students (Sec., Postsec., Adult)

Comprehensive C&HE	43%
Foods and Nutrition	14%
Clothing and Textiles	13%
Child Development and Guidance	9%
Family Living and Parenthood Education	8%
Housing and Home Management	7%
Consumer Education	6%

N = 1,422,648

SOURCE: OVAE, 1978. 1979 data from VEDS by subject area were not used as they are available for only eight of the ten states studied.

As these data indicate, the largest number of students are enrolled in Comprehensive C&HE classes, which are survey courses that address concepts in all six C&HE subject areas.

From p. 37

Nationally vocational education enrollments grew by 34% between 1972 and 1979, with the largest increases occurring in the areas of health occupations, technical education, and occupational home economics.

Table 3-1

Changes in Vocational Education Enrollments
by Program, Nationally
1972-1979

Includes all levels

		1972	1979
Agriculture	+ 08%	896,460	971,726
Distributive	+ 47%	640,423	942,057
Health	+137%	336,652	798,520
Consumer and Homemaking	+ 17%	3,165,732	3,710,246
Occupational Home Economics	+111%	279,966	589,878
Office	+ 48%	2,351,878	3,469,134
Technical	+ 44%	337,069	484,076
Trade and Industry	+ 43%	2,397,968	3,436,089
Other	- 9%	1,304,619	1,182,414
*All Programs	+ 34%	11,602,144	15,584,140

SOURCE: OVAE 1972; VEDS 1979. Decline in "Other" category reflects change in definitions.

C&HE increased 17% from 1972 to 1979. Program growth of C&HE is among the smallest. Throughout this period, however, Consumer and Homemaking Education enrolled the largest number of students nationally of any vocational education program.

---

*The 1979 VEDS data total had included industrial arts (1,683,902) which the 1972 OVAE did not include).

From p. 97

Between 1972 and 1978*, enrollments in C&HE special interest courses grew, while enrollment in Comprehensive and Other C&HE classes declined:

All levels

1972	1978			
739,191	615,217	09.0101 & 09.0199	Comprehensive and Other C&HE	- 17%
88,884	202,126	09.0107	Foods and Nutrition	+127%
65,177	124,449	09.0102	Child Development and Guidance	+ 91%
44,416	81,051	09.0104	Consumer Education	+ 82%
66,040	112,442	09.0106	Family Living and Parenthood Education	+ 70%
69,288	98,813	09.0108 & 09.0109	Housing and Home Management	+ 43%
157,920	186,317	09.0103	Clothing and Textiles	+ 18%

---

*Preliminary VEDS 1979 data by C&HE subject area are available for only eight of the ten states studied, and therefore are not used. Those incomplete data indicate no major increase or decrease in any subject area, and a continuation of the trends identified here.

From p. 104

Overall, the mix of programs has not changed radically, as the chart below comparing the enrollment shares for each subject area in 1972 and 1978 demonstrates. The subject areas with the largest enrollments in 1972, Clothing and Textiles and Foods and Nutrition, remained the largest subject areas in 1978.

Table 3-5

Differences in Distribution of C&HE Enrollments
by Subject Area, Ten States
1972-1978

All Levels

1972		1978	
Comprehensive and Other C&HE	(60%)	Comprehensive and Other C&HE	(43%)
Clothing and Textiles	(13%)	Clothing and Textiles	(13%)
Foods and Nutrition	(7%)	Foods and Nutrition	(14%)
Housing and Home Management	(6%)	Housing and Home Management	(7%)
Child Development	(5%)	Child Development	(9%)
Family Living	(5%)	Family Living	(8%)
Consumer Education	(4%)	Consumer Education	(6%)
Total	100%	Total	100%
N = 1,230,915		N = 1,422,648	

SOURCE: OVAE

From p. 106

Table 3-6

Changes in Subject Area Emphasis, Ten States 1972 and 1978

All Levels

		1972 40% of C&HE Enrollments reported in specific subject areas. Of those the mix is:	1978 57% of C&HE Enrollments reported in specific subject areas. Of those the mix is:
09.0102	Child Development	12.5%	15.8%
09.0103	Clothing and Textiles	32.5%	22.8%
09.0104	Consumer Education	10.0%	10.5%
09.0105	Family Living and Parenthood Education	12.5%	14.0%
09.0107	Foods and Nutrition	17.5%	24.6%
09.0108 & 0109	Housing and Home Management	15.0%	12.3%
	Total	100.0%	100.0%

(See p. 104 for N in each subject area.)

N = 1,230,915 N = 1,422,648

From p. 107

Table 3-9

Proportion of Subject Area Enrollments that are Male, Ten States, 1972-1978[17]

All Levels

	1972	1977	1978
Family Living and Parenthood Education	21%	29%	31%
Consumer Education	18%	24%	29%
Foods and Nutrition	8%	21%	23%
Housing and Home Management	6%	20%	21%
Comprehensive and Other C&HE	4%	19%	20%
Child Development and Guidance	4%	16%	15%
Clothing and Textiles	2%	7%	6%
Male:	77,954	264,355	281,236
Total:	1,230,915	1,418,480	1,422,649

SOURCE: OVAE

---

[17] The National Census Study (Hughes et. al., op. cit., p. 50) presents the following proportions of male students in each subject area, based on data collected in a sample of 1,147 schools in 1979: Family Living and Parenthood Education--28%; Consumer Education--23%; Foods and Nutrition--29%; Housing and Home Management--15%; Comprehensive and Other C&HE--17%; Child Development and Guidance--8%; Clothing and Textiles--6%. While the actual percentages vary when compared with the OVAE data, the general pattern is consistent.

From p. 114

EXECUTIVE SUMMARY

Introduction

Title V, Section 523 (b), of the Education Amendments of 1976 (P.L.94-482) charges the National Institute of Education (NIE) with undertaking a study of Vocational Education and related programs. One portion of that study mandates an inquiry into the response of the Consumer and Homemaking Education (C&HE) to the Education Amendments of 1976. This report is the product of that inquiry, conducted by CRC Education and Human Development, Inc., under contract to the National Institute of Education.

The study was conducted during 1978 through 1981 in the following ten states: California; Florida; Georgia; Idaho; Illinois; Maine; Nebraska; New York; Texas; West Virginia. Over five hundred federal, state and local educators and administrators were interviewed, and one hundred local programs were observed. In addition, a secondary analysis of extant federal and state expenditure and enrollment data was conducted. The primary goal of this report is to provide the NIE with an understanding of the extent to which federal policies have affected the content and objectives of C&HE programs. Further, the study offers recommendations to the National Institute of Education for its consideration during the current Vocational Education Act reauthorization process.

The language of Subpart 5, the Section of P.L. 94-482 which deals with C&HE, allows for the use of federal funds in support of programs which include all the subject areas of C&HE (Foods and Nutrition, Clothing and Textiles, Housing and Home Management, Family Living and Parenthood Education, Consumer Education, and Child Development). It does however urge C&HE to offer Comprehensive courses, 36% teach Consumer Education classes. It is most difficult to determine what concepts are included in each C & HE subject area or to what extent each is stressed, but state-developed curriculum guides generated for use in local programs point to similarities among states. Cooking and sewing dominate Foods and Nutrition and Clothing and Textiles curricula. Housing and Home Management guides concentrate on housing needs of families during the life cycle and on home decorating. Family Living, Child Development, and Parenting Education are typically collapsed into one guide with the emphasis on responsibilities for parenting and the physical development of children. Few guides exist for Consumer Education, but the concept of thrift, as well as values and decision-making, are consistent themes throughout the broad range of curriculum materials examined.

C&HE programs are characterized by one of three missions: preparatory, most often the mission of traditional secondary programs which seek to equip enrolled students with a broad range of homemaking skills; remedial, most often the mission of outreach programs which seek to equip specific groups with homemaking skills in classes designed to remedy a particular social, physical, or economic problem; enrichment, most often the mission of recreational classes for adults taught in secondary or postsecondary institutions and intended to add to the body of the students' existing homemaking skills.

Twenty percent of the students enrolled in C&HE in the ten states are male; 66% are high school students; 32% are enrolled in programs for adults. The most reliable data available indicate that, nationally, 70% of C&HE students are Caucasian, 22% are Black, and the remaining 8% are Hispanic, Native American, or Asian Americans. Ninety-four percent of the teachers place special emphasis on selected subject matter: parenting, nutrition, and consumer education and resource management. In addition to allowing support for traditional programs in secondary and postsecondary institutions, Subpart 5 urges that outreach programs endeavor to meet the special needs of the following disadvantaged persons: school-aged and/or single parents, the elderly, young children, the handicapped, the educationally disadvantaged, and those within correctional facilities and health care delivery systems. Finally, Subpart 5 states the C&HE classes ought to prepare both males and females for the dual role of homemaker and wage-earner, and that the field's curriculum materials ought to specifically address these concerns.

Although the language of Subpart 5 is sufficiently broad to legitimate virtually all the activities of the field, this study limited its definition of responsiveness to "a correspondence between actual C&HE activities and the specific federal priorities cited in Subpart5": the high priority content areas; outreach programs to groups with special needs; and sex equity. Furthermore, as it has been only four years since enactment of the 1976 legislation, efforts to change in the direction of these federal priorities were considered evidence of responsive behavior.

The Key Characteristics of the Enterprise

The three most frequently taught C & HE courses are: Comprehensive Homemaking (survey courses covering all six subject areas in increasing skill levels); Foods and Nutrition; and Clothing and Textiles. Taught less routinely are: Family Relations; Child Development; Housing and Home Furnishings; and Consumer Education. While 75% of secondary schools of C&HE are female; 83% are Caucasian, 13% are Black, while the remainder are Hispanic, Native American or Asian American. Half of the C&HE departments, nationwide, consist of only one teacher.

C&HE operates as part of Vocational Education, under the leadership of a home economics state supervisor in each state. State supervisors do not have the control over budgetary decisions they once had, but retain their positions as substantive leaders and the principal architects of state C&HE programs. While classroom teachers may benefit from state, regional or local district C&HE specialists in large states or urban areas, most local teachers work under a district vocational director, and depend on the state supervisor for substantive guidance.

C&HE programs are supported by a combination of local, state, and federal funds. State and local resources currently provide 93% of the cost of operating C&HE programs. Although the actual financial assistance provided by the federal government is quite small, the role of the federal government in C&HE has been a significant one since the Smith-Hughes Act of 1917.

The Process of Implementation

Post enactment, the then Office of Education drafted a set of regulations in October of 1977. These regulations served to establish in each state a standardized set of management practices with which states were to plan and administer federally-funded Vocational Education programs. These practices include mechanisms to insure: coordinated administration and planning; public participation in needs assessments and goal-setting; equal access to Vocational Education and the reduction of sex bias; fiscal and programmatic accountability. These mechanisms, in practice, served also to administer state-supported Vocational Education and were amenable to monitoring by the federal government. The federal role in implementation of Subpart 5 was extended through the issuance of various policy memoranda as well as the technical assistance provided to states by the Program Specialist for C&HE in the federal office of Vocational and Adult Education.

At the state level, the federally-mandated management practices fail to have direct relevance for C&HE because they are designed chiefly with wage-earning programs in mind. As a consequence, a great deal of the responsibility for implementing Subpart 5 rests with the C&HE state supervisor. The state supervisor, in establishing goals for the state C&HE program ascertains the amount of change required to become more responsive to federal priorities, interprets Subpart 5, and arrives at a set of goals which are realistic and achievable on the local level. In this process the state supervisor must consider the following: state laws and policies, which may block efforts to reorient the program, along with the status of C&HE programs in 1976 and the likely amount of resistance to change.

At the local level, efforts by the state supervisor to introduce change in the system are hampered by the decentralized, locally controlled nature of the education system. Local autonomy is the rule; however, there are several indirect paths of influence open to state leadership through which they can promote greater responsiveness on the local level. These include: integration of C&HE into the Vocational Education planning process with advocacy for change coming from state Vocational Education leadership who are familiar with the contempory mission of C&HE; actions of the C&HE professional network, such as designing program standards, inservice training, and curriculum materials that actively promote federal priorities. In general, the more explicitly the actions of professional network promote federal priorities, the greater their ability to prompt local change. This study found that program standards and inservice training agendas in the ten states do specifically reinforce federal priorities, while most curriculum materials do not. Finally, the receptivity of local districts to the introduction of change is a key variable. Local preference may be at odds with federal priorities, as for example, with regard to parenting classes in high schools. Compromise is required and the goals of state C&HE leadership, if they are to be adopted on the local level at all, may have to be considerably diluted. C&HE programs for adults, in order to gain acceptance on the local level, may have to give the appearance of a more traditional character than is urged in the legislation. For example, instruction in nutrition and consumer education for elderly people may have to be embedded within a crafts class in order to entice seniors to enroll. This compromise perpetuates the maze problem encountered by C&HE on both the state and local levels, and makes change even more difficult should the program be successful. Local advisory councils can be very helpful in both reporting on the needs of the community and fulfilling a public relations function for local programs. Local advisory councils are most effective when C&HE is their sole concern; they are more active and serve a more critical function for adult outreach programs, then for programs in secondary schools.

Change at the Local Level: The Effects of the Legislation

As a measure of change over time, this study examined C&HE enrollment trends indicated by federal and state data for the years 1972, 1974, 1977, 1978 and where available, 1979. Whereas, overall enrollments on all educational levels decline 1.8% between 1972 and 1978, Vocational Education enrollments, between 1972 and 1979, increased 49%. The growth of C&HE during this period of rapid growth was among the smallest at 17% (followed only by Agriculture at 8%). However, throughout this period, C&HE enrolled a larger number of students than any other vocational program.

Data indicate that the C&HE enrollment patterns of the ten states studied mirror national trends.

Five of the ten states studied were primarily rural in character, five more densely populated. For most of the period under study, C&HE enrollments in rural states grew twice as much as those in urban states. This is because, during that period, the secondary programs in rural states have grown, while the adults programs have been the ones to increase in urban states--and secondary students account for 69% of total C&HE enrollments. In the ten states, adult programs have increased by 59%, and secondary only by 2%. Yet--in terms of raw numbers--secondary enrollments predominate.

The data reveal trends regarding the relative emphasis placed on each subject matter over time. There appears to be a decrease in Comprehensive, survey-like classes, and an increase in "special interest classes"--a shift from year-long Homemaking I, II, or III to semester-long courses in, e.g., Foods and Nutrition, Family Relations or Child Development. The subject areas that were the most highly enrolled in 1972--Comprehensive, Foods and Nutrition, Clothing and Textiles--remain so in 1978. There has been no major increase since 1972 in the subject areas cited in the legislation. There are data that indicate that high priority content areas are infused into existing curriculum--for example, that consumer education is taught as one of the concepts in Family Living classes, but there is no way to precisely measure the degree to which those areas are stressed.

Male enrollments have climbed from 6% in 1972 to 20% in 1978. The major increase came between 1972 and 1977, suggesting that Title IX of the Civil Rights Act of 1972 had more to do with this response than did the Education Amendments of 1976. This was confirmed in interviews with state and local administrators. Female enrollments, during this period, did not increase. Therefore, the 17% growth in total C&HE enrollments during this period is almost entirely attributable to increased numbers of male students.

Although males have, over time, begun to take all subject areas within C&HE, their concentration is highest in the four subject areas singled out in the law. They tend not to make up a large share of enrollments in Clothing and Textiles, one of the two subject areas which account for the largest share of overall enrollments. In fact, the three classes with the highest concentration of males have the lowest overall enrollments within C&HE: Family Living and Parenthood Education; Consumer Education; Housing and Home Management.

This report considers outreach programs as those characterized by a remedial mission, but not necessarily taking place in a community setting with adults. In-school programs for special groups of enrolled students can be outreach if they are tailored to the specific needs of the students. Data on special populations thus served by outreach programs is largely unavailable. State-level data and on-site interview and observational data, however, indicate the following: educationally disadvantaged are extensively served, principally by large urban outreach programs; excellent programs for school-aged parents exist, when local resistance can be surmounted; single parents are served, as C&HE personnel often make significant contributions to programs for displaced homemakers; handicapped persons are well served both in schools, sometime with the help of Subpart 5-funded teacher aides, and in outreach settings in conjunction with community human services or health care agencies; the elderly are routinely served in housing centers and congregate dining sites. Young children and inmates of correctional facilities are least often served, usually because of administrative or bureaucratic obstacles beyond the control of C&HE leadership. In general, these special groups are most effectively served by outreach programs offered in community settings, most often within densely populated urban areas where laisons with a social service network facilitates identifying and recruiting students with special needs.

The Role of Federal Funds in Prompting Responsiveness

At a ratio of over twelve to one (state and local to federal), Subpart 5 monies provide only a small portion of the funds which support C&HE. Therefore, if federal priorities are to be realized, state and local resources must play a major role. The federal government places restrictions on states' use of federal funds in an effort to spur the investment of state and local dollars in responsive programs. These restrictions include: a 1/3 set-aside of Subpart 5 funds which must support programs in economically depressed areas and a formula with which to determine need; the matching requirement which restricts the use of federal funds to only 50% of the costs in non-economically depressed areas, but allows for their use in support of 90% of the operating costs of programs in economically depressed areas. These provisos are intended to direct federal money to programs which operate in areas where poor people live; the states more than comply, targetting 2/3 of their Subpart 5 monies to economically depressed areas and supplying between 50% to 98% of the operating costs to all programs, in depressed and non-depressed areas alike. There is some indication that the formula used to determine economic need may be insufficient to differentiate serious poverty areas from the generalized and nationwide effects of economic hardship. Therefore, while states are using the formula and accomplishing the set-aside and matching requirements, fulfilling these mandates does not automatically insure that federal funds are targetted to areas of greatest need. Beyond the few mandated provisos, states have a great deal of latitude in what they choose to support with federal money--a result again of the all-inclusive nature of the legislative language.

The overwhelming majority of money from all sources goes to support educational programs, rather than supportive services--staff, inservice, research--designed to improve program quality. However, Subpart 5 funds support 36% of supportive services, and only 7% of the support for educational programs.

States spend 87% of the funds from all sources on secondary programs, where two-thirds of total enrollments are found. States divide Subpart 5 monies about evenly between secondary and adult programs, but use 90% of state and local resources on secondary programs. Adult programs, on the other hand, receive only 6% of funds from all sources in combination; the support for adult programs consists of twice as much Subpart 5 money as state and local money. Therefore, adult programs are far more dependent on Subpart 5 funds than are secondary programs.

States spend approximately two-thirds of the total expended for supportive services on administrative staff. The majority of administrative costs is assumed by the state, but the presence of federal support (and the 50% matching requirement) spurs the investment of state dollars in staff needed to coordinate the program.

There are a number of factors which, together with what it is they wish to accomplish, influence how states choose to fund C&HE. These include: what the state leadership has determined to be the appropriate use of state, local and federal funds; whether or not the state legislature appropriates specific monies for the support of vocational education, including C&HE; the customary way in which the state distributes federal funds to LEAs. These factors are obviously related; they combine to determine the role played by federal dollars in assisting a state to accomplish its goals.

In the course of fieldwork, three patterns emerged which describe the role which states assign to federal money. These include: an Innovation Pattern, in which federal money is seen as money for experimentation, and distributed through an RFP and proposal mechanism; a Maintainance Pattern, in which federal money is seen as additional support for existing programs; a Partial-Innovation Pattern, in which the bulk of federal money is used in a Maintainance Pattern, but a small and concentrated amount is devoted to funding innovative programs.

Each of these patterns has implications for responsiveness. States use federal funds in an Innovation or Partial-Innovation Pattern if the state leadership wishes to prompt change on the local level. An Innovation Pattern typically requires a major policy decision on the part of the Vocational Education hierarcy--thus, full integration of C&HE within Vocational Education is almost always a necessary precondition. Either of these two patterns results in an increased awareness of federal priorities on the local level and in increased responsiveness. The Maintainance Pattern is used if state leadership wishes to maintain the *status quo*; it does not prompt greater responsiveness but results in a continuation of the same level. Change may occur as a function of, e.g., program standards or inservice training, but the federal role in prompting change is considerably smaller.

There is evidence to indicate that there are some C&HE programs which, although they receive no Subpart 5 money, are responsive to federal priorities. This is called the "ripple effect" and was found to be a consequence of federally-funded supportive services--inservice training, curriculum development, and contact with state C&HE administrative staff. The "ripple effect" is a likely one in a professional group as tightly knit as Consumer and Homemaking educators. However, although we saw examples of the federal role expanded through this indirect means, it appeared to be unpredictable and fortuitous. Programs may voluntarily comply with state program standards, but states cannot enforce compliance without the leverage provided by direct federal VEA funding.

Conclusions

It is our conclusion that the high priority content areas have become the focus of the newer programs begun or expanded since 1976: specifically, secondary "Adult Living" classes in which students with little or no homemaking background learn basic skills necessary for effective adult living and outreach programs for youth and adults with special needs. Traditional secondary programs have chosen to infuse the high priority concepts into existing curricula, and it is not possible to determine the degree to which this strategy was resulted in genuine change.

The field has made considerable progress in enrolling more males in C&HE classes. However, the least developed parts of the curriculum are the ones which most nearly approximate a gender-balance and most curriculum materials are far from sex-neutral. It is our conclusion that much of the increase in male enrollment was spurred by Title IX rather than the Education Amendments of 1976.

The C&HE programs which are most effective in serving the groups cited in the legislationare the large outreach programs, which operate in urban areas, are distinct from the secondary schools, and predate the 1976 legislation. The most consistently served populations are the elderly, the educationally and economically disadvantaged and the handicapped. The least consistently served are those in correctional facilities.

We conclude that there are certain overarching conditions which affect the ability of the system to be responsive. First, the notion contained in the 1976 legislation--that C&HE is preparation for the occupation of homemaking--is largely rhetorical and in practice is counterproductive.

C&HE does have an important role to play within Vocational Education, but drawing artificial parallels between it and wage-earning programs works to the detriment of both C&HE and the rest of the vocational program. Second, the language of Subpart 5 is too broad and all-inclusive to have a direct impact on overall system behavior. In essence, states which wish to respond to federal priorities can find support in Subpart 5; but states that wish to put most of their energy into maintaining the status quo can also interpret Subpart 5 in a way that justifies their choice.

As written, Subpart 5 constitutes a definition of the field. As such, its interpretation becomes, to too great an extent, the province of the C&HE professional network. Consequently, C&HE is removed from the broad-based planning effort mandated by the federal government and intended to prompt responsiveness. What, in actuality, accounts for how and why states respond to federal priorities is a complex mix of intrastate factors that are not currently subject to manipulation by the federal government.

It is our conclusion that federal money, expended to provide funding for supportive service, can act to promote responsiveness. Inservice training and state and regional C&HE administrative staff are the most effective uses of federal money in this regard.

An Innovative or Partial-Innovative funding pattern is far more likely to prompt responsiveness than is a Maintainance pattern. In that the federal role in the fiscal support of programs is so minor, it is far more likely that federal funds, used in a concentrated and visible manner and distributed contingent on meeting federal priorities, will prompt responsiveness than when federal funds are spread thinly in support of the whole system.

In sum, the four major findings of the study are: 1) targetted programs for groups with special needs and secondary "Adult Living" classes are the most responsive programs in terms of content, student population, and sex equity; 2) Subpart 5, as currently written, does not ensure that states use federal money to provide most needed C&HE services to those most in need; 3) federal funds have their greatest potential to prompt responsiveness when they support outreach programs for adults, inservice training and administrative staff, and are given out to programs which specifically reflect federal priorities; and 4) there is an appropriate role for C&HE within Vocational Education, as a natural adjunct to wage-earning programs. The missions of Vocational Education and C&HE are complementary. In general, however, they are not recognized as such, to the detriment of the total Vocational Education enterprise.

Recommendations

After examining a number of policy alternatives, we conclude, on the basis of study findings, that the upcoming legislation should clarify Congressional intent and limit the federal role in C&HE to providing support for only those activities which are most consistent with federal priorities.

The recommendations which flow form this alternative would generalize responsive activities (for which models exist) throughout the system, promote integration of C&HE within Vocational Education, and ensure that federally-funded C&HE program meet the social, economic and cultural needs of students. The recommendations are five:

1) On the secondary and postsecondary levels, federal funds should be provided to support non-laboratory courses that offer instruction in the basic homemaking skills needed for effective adult living by both males and females; and which serve as an adjunct to wage-earning vocational programs.

2) Federal policy should continue to support C&HE programs, for youth and adults, that are targetted to the educationally and economically disadvantaged or to groups with special needs.

3) Provide federal support for C&HE as a set-aside within the Vocational Education Basic Grant, without diminishing the current level of funding.

4) Include in the membership of the State and National Advisory Councils for Vocational Education representatives knowledgeable about the problems of the family, and expand the NACVE and SACVE charge to attend to pressing social problems as well as labor needs.

5) Under the set-aside, federal funds should be available for support of those ancillary services essential to the development of responsive programs. These ancillary services are inservice training and administrative support.